
Modoc County & City of Alturas General Plan Housing Element

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Prepared by
Modoc County
Planning Department

Modoc County and City of Alturas Housing Element

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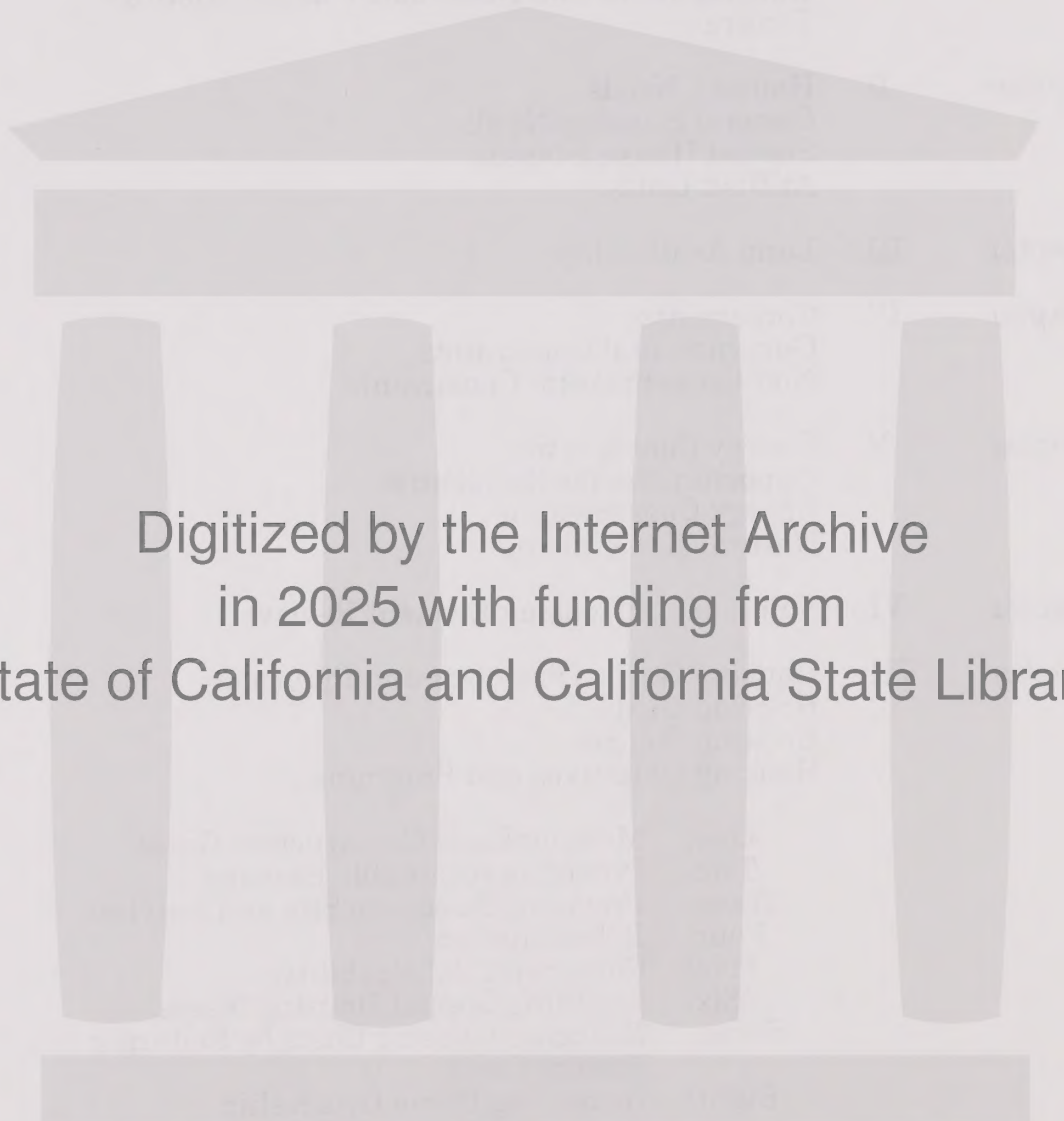
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MODOC COUNTY AND CITY OF ALTURAS

HOUSING ELEMENT

INTRODUCTION

California's General Plan requirements are set forth in the Government Code. Section 65300 requires each county and city to adopt a comprehensive, long-term general plan for the physical development of its area. Section 65302 states that the general plan shall consist of a statement of development policies setting forth objectives, principles, standards and plan proposals for a number of planning issues. These issues are addressed as elements of the general plan, and include land use, circulation, conservation, open space, noise, safety, and housing. Government Code Section 65583 states, "the housing element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing." Detailed requirements for the content of housing elements and the process of periodic revisions are included in Article 10.5 of the Government Code (Section 65580, et seq). Regarding periodic review and update of the housing element, Section 65588(b) states that, "the housing element shall be revised as appropriate, but not less than every five years, to reflect the results of this periodic review."

In addition to complying with State law, and maintaining eligibility for certain housing and economic development grants, there are local benefits that can be derived from the preparation of a housing element. The housing element can provide the community with information about local housing conditions, identify opportunities to meet local needs, provide citizens with an opportunity to participate in the planning process, and serve as a policy statement so that everyone will understand the basis of future housing program decisions. The housing element can also assist public agencies in the coordination of their housing programs and help builders make market decisions about the types and quantity of housing the County needs.

Scope of Revision

Due to the rural character of Modoc County and the economic condition both the City and County are experiencing, we have chosen to combine our efforts into one document. Therefore, the Modoc County Housing Element addresses housing needs of the unincorporated area of the County and the housing needs of the City of Alturas. The City of Alturas being the only incorporated community in the County. This revision of the Modoc County and City of Alturas Housing Element has been prepared in accordance with Sections 65580-65589.5, Article 10.6, of the Government Code.

Citizen Participation

Contact was made with a number of individuals and agencies involved with housing-related programs during the course for preparing the Housing Element. A list of these contacts is included in Appendix E.

A public hearing was conducted by the City of Alturas Planning Commission on May 15, 1994, and also by the Modoc County Planning Commission on May 11, 1994. A public hearing was held by the Alturas City Council on May 24, 1994, and also by the Modoc County Board of Supervisors on May 17, 1994. These hearings were advertised in the local newspaper, *The Modoc Record*, and the local radio station, *KCNO*. A notice was also mailed to interested individuals and agencies concerned with local housing issues. The notice for the hearings encouraged public participation and advised the community that copies for the draft were available for review at the County Libraries, City Hall, and the Planning Department. The notice also informed the public that questions on the purpose and process of the housing element would be answered by the County Planning Department.

Following the Alturas City Council's public hearing on May 24, 1994, and Board of Supervisors' public hearing on May 17, 1994, in which public comments were received on the draft and following incorporation of compliance review comments by Counsel, the Board of Supervisors and City Council adopted the Housing Element and directed that it be submitted to the Department of Housing and Community Development (HCD).

The Board and Council intend to hold a second public hearing to consider review comments from HCD, and determine the need to revise the Housing Element to incorporate necessary amendments.

CHAPTER I

HOUSING MARKET ANALYSIS

POPULATION

Table 1 indicates the total growth in population of Modoc County and the City of Alturas since 1960.

TABLE 1
POPULATION GROWTH 1960-1990

MODOC COUNTY - INCLUDING THE CITY OF ALTURAS

<u>YEAR</u>	<u>POPULATION</u>	<u>CHANGE*</u>
1960	8,308	
1970	7,469	-11%
1980	8,610	+13%
1990	9,678	+11%

UNINCORPORATED COUNTY

<u>YEAR</u>	<u>POPULATION</u>	<u>CHANGE*</u>
1960	5,468	
1970	4,670	-17%
1980	5,585	+16%
1990	6,447	+14%

* Percent change in decade from previous census.

SOURCE: U.S. Census 1960, 1970, 1980, 1990

According to the 1990 Census, the population of the unincorporated area of Modoc County was 6,447 and the City's population was 3,231.

Department of Finance Demographic Research Unit projections for January, 1993 indicate a total County population of 10,047 and an unincorporated population of 6,597; the City of Alturas having a population of 3,450.

Population Composition

According to the 1990 Census, the population of the unincorporated area of Modoc County is predominantly white, accounting for 90% of the population, and similarly the City of Alturas' population is 92% white. The ethnic components of the population of both the County and City are given in Table 2. Racial characteristics show a marginal increase in all races, with the exception of Hispanic. The decline of Hispanics could be attributed to the of mechanization of ranches, a general decline in the ranch industry, and loss of blue collar jobs.

TABLE 2

**ETHNIC COMPONENTS OF POPULATION
UNINCORPORATED COUNTY AND CITY**

	<u>%</u> <u>1980</u>	<u>Total</u> <u>County</u>	<u>%</u> <u>1990</u>	<u>Outside</u> <u>Alturas</u>	<u>City of</u> <u>Alturas</u>
Total Population		9,678		6,447	3,231
White	89.3%	8,776	92%	5,801	2,975
Black	.2%	92	1%	79	13
American Indian, Eskimo, Aleut	4%	481	5%	358	123
Asian & Pacific Islander	.3%	55	.5%	34	21
Hispanic	4.1%	701	.7%	489	212
Other		274		175	99

SOURCE: 1990 Census Data Center

A summary of the age distribution of Modoc County's total population is given in Table 3; the age distribution for the City of Alturas is given in Table 4.

TABLE 3
POPULATION BY AGE
MODOC COUNTY AND CITY OF ALTURAS

<u>AGE</u>	<u>TOTAL</u>	<u>MALE</u>	<u>FEMALE</u>
Under 1	142	68	74
1-2	251	175	76
3-4	251	109	142
5	176	98	78
6	150	92	58
7-9	493	247	246
10-11	304	98	206
12-13	272	149	123
14	179	97	82
15	186	83	103
16	113	56	57
17	153	80	73
18	92	69	23
19	46	19	27
20	107	72	35
21	78	30	48
22-24	238	118	120
25-29	527	276	251
30-34	759	385	374
35-39	723	360	363
40-44	684	363	321
45-49	515	250	265
50-54	506	247	259
55-59	462	243	219
60-61	186	86	100
62-64	402	181	221
65-69	652	329	323
70-74	393	174	219
75-79	313	157	156
80-84	200	78	122
85+	125	41	84
0-4	644	352	292
5-17	2,026	1,000	1,026
18-24	561	308	253
25-44	2,693	1,384	1,309
45-64	2,071	1,007	1,064
65+	1,683	779	904
TOTAL	9,678	4,830	4,848
MEDIAN AGE	37.2	36.3	38.1

SOURCE: 1990 State Census Data Center

TABLE 4

POPULATION BY AGE
CITY OF ALTURAS

<u>AGE</u>	<u>TOTAL</u>	<u>MALE</u>	<u>FEMALE</u>
Under 1	59	28	31
1-2	99	59	40
3-4	95	55	40
5	53	30	23
6	45	28	17
7-9	160	78	82
10-11	114	73	41
12-13	100	52	48
14	45	26	19
15	33	17	16
16	39	19	20
17	44	24	20
18	42	25	17
19	33	15	18
20	32	18	14
21	37	20	17
22-24	89	29	60
25-29	192	101	91
30-34	255	128	127
35-39	228	111	117
40-44	263	129	134
45-49	177	91	86
50-54	151	75	76
55-59	131	65	66
60-61	83	31	52
62-64	87	41	46
65-69	161	67	94
70-74	152	67	85
75-79	112	43	69
80-84	78	28	50
85+	73	23	50
TOTAL	3,262	1,596	1,666

SOURCE: Census Data Center, 1990.

TABLE 5
MODOC COUNTY AND CITY OF ALTURAS
PERCENT CHANGE IN POPULATION BY AGE
FROM 1980 TO 1990

<u>AGE</u>	<u>MODOC COUNTY INCLUSIVE</u>				<u>CITY OF ALTURAS</u>	
	<u>Total</u> <u>1980</u>	<u>%</u> <u>1980</u>	<u>Total</u> <u>1990</u>	<u>%</u> <u>1990</u>	<u>Total</u> <u>1990</u>	<u>%</u> <u>1990</u>
Under 1-4	661	8%	644	7%	158	5%
5-13	1,144	13%	1,395	15%	467	14%
14-18	755	9%	723	8%	303	9%
19-24	590	7%	469	5%	102	3%
25-34	1,321	15%	1,286	14%	536	16%
35-44	996	12%	1,407	16%	491	15%
45-54	902	10%	1,021	11%	328	10%
55-64	1,041	12%	1,050	11%	301	9%
65-85+	1,200	14%	1,683	19%	576	18%
TOTAL	8,610		9,678		3,262	

SOURCE: Census Data Center, 1990.

In summary, the County has continued an age progression of those over the age of 35 and a decline in the under 18 bracket with the largest percent of growth occurring after the age of 65, as shown in Table 5. State projections indicate continued growth. However, these projections may be high given California's overall economy, and economic conditions of the County as a whole, and the changing role of rural areas. The previous Housing Element noted a large retirement population may occur between 1996 to 2006. However, it has yet to visualize and most likely will not occur, due to services. Due to the lack of professional, medical and special services to accommodate this age group. Note however that volatile economic changes/small population, it is difficult to estimate the population change.

ECONOMY

The California Employment Development Department reports that Modoc County's total average unemployment rose from 12.4% in 1991 to 16.7% (unofficial short-term as high as 23%) in 1992. This is higher than the State's average unemployment rate of 9.1% in 1992. Figures for 1991 project a civilian labor force of 3,825.

The predominant sector of employment in Modoc County is government, which comprises 43.7% of jobs in the county. This is largely due to employment by the Forest Service, the Bureau of Land Management, Modoc County, as well as schools and governmental agencies located in Alturas. The next two largest sectors are retail trade at 18.9%, and services at 12.6%. Agriculture comprises 11.7%, and manufacturing is at 4.8%.

The Employment Development Department reports the following "Industry Trends and Outlook" in the *Annual Planning* Information Modoc County report dated June 1992:

The annual average wage and salary employment increased slightly in Modoc County during 1991. Moderate increases occurred in manufacturing and state and local government. These increases were partially offset by decreases occurring in the services industry during the year. Moderate population growth should stimulate growth in the wholesale and retail trade industries during the next two years. In addition, employment in the manufacturing industry is expected to increase in 1992 and 1993.

Manufacturing employment increased by 25 jobs in 1991, due to the reopening of a sawmill and a slaughter house. It is anticipated that future gains will occur in both of these industries. As the drought continues in Northern California, the lumber industry may show employment gains as dead trees are harvested.

Government employment also gained 75 jobs during 1991. The increases were centered primarily in the state, local, and education sectors. The increases were offset somewhat by a 25 job decrease in the federal sector of employment. As the current recession eases, it is anticipated that employment will increase slightly in all levels of government.

Services employment declined for the second straight year in 1991. The recession has contributed to these decreases. Also, the county's acquisition of a private care hospital in 1990 shifted employment from this industry to county government payrolls. Employment gains are expected to occur as the recession ends.

Employment in agriculture, mining and construction, transportation and public utilities, wholesale and retail trade, fire insurance, and real estate remained constant during 1991. It is expected that employment levels in these industry divisions will be stable during the next two years.

It is significant to note that since the June of 1992 Employment Development Department report was issued, the slaughter house has closed, the Hayden Hill gold mine has closed, the Hog gold mine has closed, and other than seasonal federal jobs, no new government jobs have been created. Additionally, future timber harvest is also expected to decrease, the Forest Service may consolidate certain positions which would withdraw several jobs from the region.

Median Income and Definitions of Income Groups

According to the 1990 Census, the median family income in 1989 for all of Modoc County, including the City of Alturas, was \$27,407. Also, according to the 1990 Census, 1,396 people in all age groups in the County had 1989 income below the poverty level; approximately 15% of the population. Table 6 indicates 1992 income limits for Modoc County as set forth in a letter from the Department of Housing and Community Development dated May, 1992.

TABLE 6

1992 INCOME LIMITS

Area Family Median Income - \$27,407

<u>Standard</u>	<u>Number of Persons in Family</u>							
	1	2	3	4	5	6	7	8
Very low income	\$11,950	\$13,700	\$15,400	\$17,100	\$18,450	\$19,850	\$21,200	\$22,550
Lower income	\$19,150	\$21,900	\$24,600	\$27,350	\$29,550	\$31,750	\$33,950	\$36,100
Median income	\$23,950	\$27,350	\$30,800	\$34,200	\$36,950	\$39,650	\$42,400	\$45,150
Moderate income	\$28,750	\$32,850	\$36,950	\$41,050	\$44,350	\$47,600	\$50,900	\$54,200

SOURCE: Department of Health Services, May 1992.

According to the Regional Housing Needs Plan for Modoc County, the income limits for a four-person household in Modoc County are the following:

Very Low Income	Income not exceeding 50% of area median family income.
Other Lower Income	Income between 50% and 80% of area median family income.

Moderate Income	Income between 80% and 120% of area median family income.
Above Moderate Income	Income exceeding 120% of area median family income.

Income limits for other household sizes are calculated using household size adjustment factors. For example, the income limit for a one-person household for any income level is 0.7 times the four-person income limit for that income level.

Housing Stock and Household Characteristics

A table summary of Modoc County's housing stock is given in Table 7; the City of Alturas' housing stock summary is given in Table 8. A summary of both the City and County's household characteristics is given in Table 9.

TABLE 7
HOUSING STOCK SUMMARY
UNINCORPORATED MODOC COUNTY

<u>Household Type</u>	<u>Owner</u>	<u>Renter</u>	<u>Total</u>
Total	1,759	662	2,421
Head 65+	614	91	705
% of 65+	35%	14%	29%
Overcrowded	51	87	138
% of Overcrowded	3%	13%	6%
Severe Overcrowded	3	15	18
% of Severe Overcrowded	0%	2%	1%
Large Family	144	108	252
% of Large Family	8%	16%	10%
Handicap	N/A	N/A	264
% of Handicap			11%
Female Head of Household	N/A	N/A	145
% of Female Head of Household			6%
Farm Worker (Persons)	N/A	N/A	475
Source: Housing and Community Development			

TABLE 8
HOUSING STOCK SUMMARY
CITY OF ALTURAS

<u>Household Type</u>	<u>Owner</u>	<u>Renter</u>	<u>Total</u>
Total	824	466	1,290
Head 65+	283	86	369
% of 65+	34%	18%	29%
Overcrowded	17	42	59
% of Overcrowded	2%	9%	5%
Severe Overcrowded	2	4	6
% of Severe Overcrowded	0%	1%	0%
Large Family	70	43	113
% of Large Family	8%	9%	9%
Handicap	N/A	N/A	218
% of Handicap			17%
Female Head of Household	N/A	N/A	152
% of Female Head of Household			12%
Farm Worker (Persons)	N/A	N/A	73
Source: Housing and Community Development			

TABLE 9
HOUSEHOLD CHARACTERISTICS

	<u>Total</u> <u>County</u>	<u>Uninc.</u> <u>County</u>	<u>City of</u> <u>Alturas</u>
Housing Units	6,085	4,672	1,413
Single Family			
Detached	3,360	2,252	1,108
Single Family			
Attached	50	30	20
Two- to Four-			
Plexes	104	47	57
Five or More			
Units	207	70	137
Mobile Homes	1,140	1,042	98
Total Occupied	5,001	3,711	1,290
Vacant	1,084	961	123
Percent Vacant	22.78%	26%	8.1%

SOURCE: Department of Finance, January 1993

TENURE

In 1990, Modoc County was characteristic of other rural counties, having a home ownership rate of 68%; in contrast to the State home ownership rate of 54.2%, and the National rate of 62.4%. It is reasoned that the high ownership rate is due to the low cost of owning a home in the City and County and the age of the population; the average cost of owning a home is \$47,200. Department of Finance projections for Modoc County housing stock characteristics for 1992 are summarized in Table 10; the City of Alturas' housing stock characteristics for 1992 are summarized in Table 11.

Household Characteristics

According to the 1990 Census, a total of 9,678 persons reside in 6,085 housing units, representing 5,001 households. Household size for the entire County was reported to be 2.575 persons per household, 2.505 in the City of Alturas, and 2.611 outside of Alturas, according to the 1990 Census. This reflects a marginal decline in household size from 2.53 in 1985, and is primarily the result of older households. In 1980 single households represented 21% of all households, in 1990 that figure rose to 26%; the large portion consisting of elderly households. In 1990 over 50% of all households were comprised of one to two persons. Large households consisting of five or more persons accounted for only 9.5%, as compared to 10% in 1980. In 1990 renter households represented about 31% of all households. This figure is up slightly from 29% since 1980. With the change most likely the result of changing economic conditions and job market fluctuations.

TABLE 10

**UNINCORPORATED MODOC COUNTY
YEAR STRUCTURE BUILT BY TENURE**

<u>YEAR BUILT</u>	<u>#UNITS %</u>		<u>VACANT</u>	<u>---OCCUPIED UNITS---</u>		
				<u>TOTAL</u>	<u>OWNER</u>	<u>RENTER</u>
1989-1990	45	1.0%	12	33	29	4
1985-1988	279	6.0%	85	194	147	47
1980-1984	685	14.7%	166	519	365	194
1970-1979	1,168	25.0%	264	904	607	297
1960-1969	392	8.4%	99	293	163	130
1950-1959	506	10.8%	80	426	292	134
1940-1949	610	13.1%	85	525	383	142
BEFORE 1940	987	21.1%	170	817	597	220

Total Housing Units 4,672

MEDIAN YEAR BUILT - 1966

SOURCE: 1990 Census Data Center, Tape File 3

TABLE 11
CITY OF ALTURAS
YEAR STRUCTURE BUILT BY TENURE

<u>YEAR BUILT</u>	<u>#UNITS</u>	<u>VACANT</u>	<u>----OCCUPIED UNITS----</u>		
			<u>TOTAL</u>	<u>OWNER</u>	<u>RENTER</u>
1989-1990	6	123	1,290	824	466
1985-1988	59	N/A	N/A	N/A	N/A
1980-1984	227	N/A	N/A	N/A	N/A
1970-1979	341	N/A	N/A	N/A	N/A
1960-1969	76	N/A	N/A	N/A	N/A
1950-1959	208	N/A	N/A	N/A	N/A
1940-1949	228	N/A	N/A	N/A	N/A
BEFORE 1940	268				
Total Housing Units	1,413	123			

SOURCE: 1990 Census Data Center, Tape File 3

Age, Supply, and Condition of Housing

From 1980 to 1990 the housing supply grew from 3,738 to 4,672, which represents a change of 19%. It is significant to note that 90% of new housing is located in the unincorporated County, with only 10% of new housing occurring in the City. Overall, the County has been experiencing a long-term decline in all sectors of the economy. This decline resulted in an excess supply of housing, which allowed replacement housing to exceed the cost of existing housing by about 40% in 1990, and by about 20% presently.

County wide, the 1990 Census documents 21% of the housing stock as built before 1940, and 34% built prior to 1950. Of these homes only 77 lacked complete plumbing facilities (6 in the City and 71 in the County), and therefore would be considered substandard. The transfer of older housing stock to lower income or rental housing is less severe in both the City and County, with only about 1/3 of these homes being renter occupied with 15% having resided in the home prior to 1960. About two-thirds of all one-person households lived in pre-1940 housing, which is primarily represented by elderly persons. These elderly households have maintained their place of residence for a number of years, and are apt to have lower housing costs, however they are also likely to incur greater maintenance costs, which when

combined with replacement cost, creates a situation that necessitates the rehabilitation of housing in both the City and the County.

At present, no specific numbers are available for the number of homes needing rehabilitation. However, Great Northern, ISOT'S Incorporated, and Chico State University have demonstrated an interest in obtaining a grant to perform a housing quality survey. Though we do not have any specific figures for homes in need of rehabilitation, it may be assumed that 50% of the homes built prior to 1950 (496 homes for the City of Alturas and 1101 homes for the unincorporated County) will be in need of some rehabilitation. A program that rehabilitates 1% of the pre-1950 housing should be implemented for both jurisdictions.

The previous general plan noted a trend toward manufactured housing; this trend has continued. Manufactured homes now represent approximately 70% of the building permits for new construction. The continued growth in manufactured homes is possibly a result of higher construction standards, improved appearance, financing, appreciation, and construction costs of about 1/2 of conventional construction.

Rehabilitation and Replacement Needs

Farm Home Administration subsidized the following rehabilitation and weatherization projects in the City: in 1992 there were 7 rehabilitations and 4 weatherizations, in 1993 there were 8 rehabilitations and 7 weatherizations, and in 1994 there were 5 rehabilitations and 3 weatherizations. TEACH rehabilitated one home in the County from 1990 to 1993, but they weatherized 117 homes in 1990, 73 homes in 1991, 79 homes in 1992 and 72 homes in 1993. The homes weatherized by TEACH are 50% in the City and 50% in the County. Given the general age of the housing stock, its energy inefficiency, and replacement cost, an aggressive program of rehabilitation and weatherization should be pursued.

TABLE 12
NEW CONSTRUCTION IN MODOC COUNTY
INCLUDING THE CITY OF ALTURAS
1970-1992
PERMITS ISSUED

<u>YEAR</u>	<u>TOTAL SF DWELLINGS</u>	<u>MOBILE HOMES ONLY</u>	<u>CONVENTIONAL SF DWELLINGS</u>	<u>DEMOLITIONS</u>
1970	57	5	52	2
1971	86	43	43	1
1972	82	43	39	0
1973	79	37	42	0
1974	86	64	22	2
1975	79	45	34	0
1976	106	59	47	0
1977	149	62	87	1
1978	223	99	124	0
1979	136	100	36	0
1980	175	113	62	0
1981	118	71	47	N/A
1982	122	52	70	N/A
1983	94	36	58	N/A
1984	89	59	30	N/A
1985	50	39	11	0
1986	48	36	12	4
1987	34	24	10	0
1988	64	8	56	3
1989	80	44	36	1
1990	66	57	9	5
1991	64	45	19	2
1992	69	50	19	1
TOTAL	2,156	1,191	965	22

Based on building permit issuance. Number of "permitted" demolitions is probably below actual number demolished and does not represent abandoned units.

Figures reflect mobile homes in mobile home parks. 40-50% of the manufactured homes are in earlier year than permit issuance.

TABLE 13
TENURE BY AGE OF HOUSEHOLDER
OCCUPIED HOUSING UNITS

<u>AGE</u>	<u>OWNER OCCUPIED</u>	<u>RENTER OCCUPIED</u>	<u>TOTAL</u>
15-24	25	102	127
25-34	255	345	600
35-44	495	259	754
45-54	415	135	550
55-64	513	108	621
65-74	536	119	655
75+	344	60	404
TOTAL	2,583	1,128	3,711

SOURCE: 1990 Census Data Center, Tape File 3

Of the lower income levels (up to 24,000 income) those households paying in excess of 25% of their income were as follows:

**Lower-Income Households Overpaying
City of Alturas**

	Owner	Renter	Total
	146	217	363
% Lower-Income		75%	60%

**Lower-Income Households Overpaying
Unincorporated Modoc County**

	Owner	Renter	Total
	341	179	310
% Lower-Income		69%	48%

We can conclude from the preceding charts that the majority of lower-income renter households in both the City and the County are overpaying for their housing needs. Based on this need, programs utilizing Section 8 Assistance, weatherization, and energy assistance should be implemented.

Housing Costs

The cost of housing is a function of supply and demand, which is based on the condition of the economy and the employment that is created. In addition, the mobility of a population tends to escalate housing costs as houses are bought and sold. Generally, it can be said that each move represents an increase in housing costs, since each new home purchase would be made at the new market rate. Thus mobility is an important factor in determining the cost of housing. In areas of high mobility (urban areas), a household may move based on life progressions and employment changes. However, rural mobility is more limited than in urban areas. Farm families often locate on the farm or close proximity to their property, and due to limited employment opportunities, families are not likely to move between jobs or geographic areas.

Therefore, as a result of low mobility, limited employment opportunities, and several years of a declining economy, downward pressure is being exerted on the cost of housing in the City and County. As a result housing costs in Modoc County are relatively affordable compared to average housing costs in California. The median house price was \$47,200 according to the 1990 Census. Modoc County's costs are 24% of the state wide median price of \$194,300. The median rental payment was \$231; 37% of the state wide median average of \$620. Since the 1989 Element, housing costs have remained stable with little change in overall costs. Falling interest rates and a declining economy are attributed as the cause.

Large Families

According to 1990 Census data, there are 366 households in Modoc County with five or more persons; 200 of these households are in owner occupied units and 166 live in renter occupied housing. Census data shows that there were 482 housing units county wide with four or more bedrooms, 60 units which were vacant. Of the total 422 occupied units, 329 were occupied by owners and 93 were renter occupied. According to the Census, in the City of Alturas, there were 277 housing units with 5 to 7 occupants; 172 of these units were owner occupied, 105 renter occupied; and there are 463 housing units with 6 or more rooms.

Based on this information, the County has recognized that there is adequate existing housing, with four or more bedrooms, to accommodate larger families. However, there is no subsidized housing units with four or more bedrooms to accommodate larger families on Assistance (AFDC-SSI-SSP), very-low to moderate income groups. This concludes a concern of renter-occupied housing for 4 or more persons and to encourage subsidies for 4 or more person housing units.

Over-crowding

Over-crowding is a common measure of determining whether families are adequately housed. The most widely used standard to determine over-crowding is the number of persons per room, the State average is 6.9%. When this rate exceeds 1.01 persons per room, an over-crowded situation exists. It is assumed that living in a household in which this standard is exceeded is harmful to the physical and mental well-being of the occupants.

According to the 1990 census data, 197 housing units or 17.8% in the unincorporated area of Modoc County were over-crowded using the 1.01 or more persons per unit standard; the City of Alturas had 59 housing units or .4% that were overcrowded using the same standard. This represents about 5% of the County-wide total of 1990 occupied housing units. The amount of over-crowding has increased slightly from that which occurred in 1980, when 134 or about 4% of the occupied housing units in the unincorporated area exceeded 1.01 persons per unit, see Tables 7 and 8.

Overpayment

The relationship of the cost of housing and the ability to afford housing is a primary concern in determining the condition of the housing market. A common standard to gauge housing affordability is whether housing expenditures exceed 25 percent of household income. Households exceeding this standard were said to be overpaying for housing. In terms of paying ability, this standard means that a household earning \$27,407 (the median household income 1990 Census) would pay about \$572 per month for housing costs.

Based on the 1990 Census data, about 32 percent of the renter households were paying more than 25 percent of their gross incomes for housing. County wide, 1990 Census data also shows that about 68 percent of renter households earning less than \$20,000 exceeded the 25 percent standard.

CHAPTER II

HOUSING NEEDS

General Housing Needs

California Department of Housing and Community Development (HCD) determines the minimum number of units needed, or Basic Construction Needs, to accommodate projected new households, provide a reasonable vacancy rate, and adjust for housing units that will need to be replaced. These estimates are intended to project how much housing will be needed to keep up with housing demand. The 1984 Regional Needs Plan projected that a total of 688 units would be needed by 1992 to fulfill the regional needs estimates; 454 units for the unincorporated area of the County, and 234 units for the City of Alturas. This would have required the combined total construction of 86 new units per year between 1984 and 1992. According to the Department of Finance estimates, the County had an estimated total of 3,441 units in the unincorporated area, and 1,420 units in the City of Alturas, in January, 1992.

A new Regional Needs Plan for Modoc County was adopted by HCD on June 28, 1991. This plan is for the period of January, 1991 to July 1997. A copy of an excerpt from the Regional Needs Plan is included in Appendix A. According to the Regional Needs Plan, 295 new housing units are needed in the period 1991-1997, or approximately 45.38 new units per year. (Total units needed includes the projected number of new construction needed as well as vacancy and replacement needs.)

TABLE 14
CITY OF ALTURAS
HOUSING OBJECTIVES

<u>Quantified Objective</u>	<u>Construction</u>	<u>Rehab</u>	<u>Conservation</u>
Very Low-Income	8	5/yr	5/yr
Low-Income	7	5/yr	5/yr
Moderate-Income	6	0	0
Above Moderate	12	0	0
Total	33	10/yr	10/yr

TABLE 15
UNINCORPORATED COUNTY OF MODOC
HOUSING OBJECTIVES

<u>Quantified Objective</u>	<u>Construction</u>	<u>Rehab</u>	<u>Conservation</u>
Very Low-Income	71	10/yr	10/yr
Low-Income	49	10/yr	10/yr
Moderate-Income	50	0	0
Above Moderate	92	0	0
Total	262	20/yr	20/yr

TABLE 16
SUMMARY OF ACTUAL AND PROJECTED
HOUSING NEEDS, 1991-1997

BY COMPONENTS

	<u>City of</u> <u>Alturas</u>	<u>Unincorporated</u> <u>County</u>	<u>Total Units</u>
Household Increase	24	220	244
1991 Vacancy Need	-14	-71	-85
1997 Vacancy Need	2	69	71
Replacement Need 1990-1997	21	45	66
Total	33	262	295

BY INCOME GROUP

	<u>City of</u> <u>Alturas</u>	<u>Unincorporated</u> <u>County</u>	<u>Total Units</u>
Very Low	8	71	79
Other Low	7	49	56
Moderate	6	50	56
Above Moderate	12	92	104

SOURCE: Regional Housing Needs Plan, Department of Housing and Community Development, 1991.

ISOT'S, Incorporated has received grant funds from Housing and Community Development to renovate an existing motel into 21 subsidized apartments in the City of Alturas, three of these units are handicap accessible. The project, currently the only one in California funded by California Housing Rehabilitation Program - Rural (CHRP-R) for a 50 year contract, is targeted very low-income eligible groups. Very-low income rents are based on 30% of 60% of the median, based on affordability for that income group. The units are limited to two persons per unit, and there are 19 studio apartments that will rent for \$259 per month and 3 one-bedroom apartments that will rent for \$299 per month. ISOT'S, Inc. plan to have the project completed February, 1994.

Low and Moderate Income Housing

The total number of new units needed in the planning period, projected in the Regional Needs Plan, is only one dimension of the County's and City's housing needs. Housing needs must also give special attention to meeting the needs of low and moderate income families.

Modoc County's and the City of Alturas' housing needs, projected by income groups, are indicated in Table 16. The projections are based on the assumption that the identified income groups will constitute the following percentages of total households needed by 1997:

	<u>Unincorporated</u> <u>County</u>	<u>City of</u> <u>Alturas</u>
Very Low	28.5%	24.0%
Other Low	18.5%	20.0%
Moderate	19.5%	18.0%
Above Moderate	<u>33.5%</u>	<u>38.0%</u>
TOTAL	100.0%	100.0%

In order to meet the needs of very low to moderate income families, according to the Regional Needs Plan, 158 new units need to be constructed in the 1991-1997 period; 15 units in the City of Alturas and 143 units in the unincorporated area of the County.

SPECIAL HOUSING NEEDS

Elderly Households

County wide, Census figures for 1990 revealed that there were 1,683 persons, or 29% of the County's 1990 population over 65 years of age. Most seniors in Modoc County are homeowners, people 65+ occupy 897 of the owner occupied households and 177 of the renter occupied households for a total of 1,074 households. In the City, there were a total 369 households 65+ years of age; 86 were renters which equated to 18% of the total households. Within the County there were 705 total households 65+ years of age; 91 were renter occupied, or 14% of the total households.

Given the large number of seniors that live by themselves and their economic status, there are several options that the County may need to consider. One option is for the County to encourage multi-units and/or mobile home parks designed for senior citizens in areas where a full range of services are available. For seniors now living in remote areas of the County, these units could provide them with a possible reduction in living expenses since transportation costs can be significantly reduced. Multi-unit housing would also benefit seniors who no longer wish to, or have the ability to, maintain the larger homes that they live in. In addition, since many seniors are no longer as active or mobile as they once were, a portion of this group could probably benefit from a rehabilitation assistance program or help in making their homes more accessible.

Currently, one project designed to accommodate the elderly has been approved by the County for the conversion of a church into apartment complexes in Cedarville. Mr. Odgers is converting the church into 6 one-bedroom apartments for rental purposes targeted for Senior Citizens units; the units will probably rent for \$250-\$300 monthly.

Housing for The Disabled

Disabled persons have housing needs that are not common to other groups. Although needs can vary widely, disabled persons need special facilities to help them overcome their disability or make their housing units more convenient. Some of these amenities include wide doorways that can accommodate wheelchairs, special bracing for handrails, lower counter tops and switches and outlets at an appropriate height. Unfortunately, very few housing units are built with these features and must be remodeled to better serve the disabled. The conversion of a conventionally designed housing unit

is usually well beyond the affordability of most disabled persons. In addition, disabled persons have housing problems similar to other groups. They may be living in substandard or overcrowded housing and may be paying a disproportionate share of their income towards housing.

According to the 1990 Census, countywide figures indicate that 732 of non-institutionalized persons 16 to 64 years of age had a mobility limitation. A total of 85 people in this group had a self-care limitation, 86 had both limitation handicaps. For the group of non-institutionalized persons 65 years of age and over, 432 individuals had a mobility limitation, 45 had a self-care limitation, and 128 had both limitation handicaps. In the unincorporated County there are 264 households, or 11%, of the households with a handicapped member; within the City there are 218 households, or 17%, of the households with a handicapped member. This adds up to a total of 482 people, or 13% of the countywide population, having one or both of these disability limitations.

Construction has started for rehabilitating an existing motel into 21 apartments; three of which will be specifically designed for the low income disabled. The Odgers' project in Cedarville is also handicap accessible.

FARMWORKERS

Migrant Housing

Modoc County is one of the 15 counties included in the Office of Migrant Services housing program. There are 48 migrant homes located in the County that house 182 workers at the peak of the season; the Migrant Center provides housing May through October. Each of these units house a maximum of seven persons (per Office of Migrant Services Housing Standards), the Migrant housing project averages five persons per unit in Modoc County. Based on the number of individuals turned away, there appears to be an additional demand of housing for 13 families. The County is currently applying for a rehabilitation grant for the Migrant Center and will apply for additional grants for new housing after the rehabilitation has been completed.

According to the 1991 Regional Housing Needs Plan for Modoc County: New farmworker housing need is minimal in the county; and, to the extent it exists, it is included in the very low and other lower income allocations.

Lyneta Farms, Inc. is the largest employer of farmworkers in the County, with about 75 workers. They have a state camp permit and house about 9 migrant workers. When housing is supplied the farm owner carries

liability insurance full time, rather than during working hours only. Lyneta is supplying less housing because of more stringent State Laws. Migrant workers not housed on farms manage to find housing, within the Alturas area in rental houses or low income subsidized apartments.

Farm workers, in general, are categorized as those that are employed in forestry, fishing, and farming (including year-round and seasonal workers). Within the County there are 475 total farm workers; within the City there are 73 farm workers. It is significant to note that this category is commonly subject to lower wages which make it difficult to compete in the housing market, therefore employers should be encouraged to provide worker housing.

Emergency and Homeless Housing

For a variety of reasons, individuals and families may have a need for emergency short-term housing. In Modoc County, there are three agencies that respond to this need.

Families receiving AFDC (Aid for Families with Dependent Children) that are in need of immediate shelter are able to obtain assistance from the Modoc County Social Services Department. The County's Homeless Assistance Program enables families to pay deposits for rental homes and utilities. The client must be able to afford and pay the first month's rent and ongoing payments. During 1992, a total of 102 shelter days were provided to 34 individual cases by the County through this program. The County also provides food stamps which enables temporarily homeless families to purchase food.

Training Employment And Community Help (TEACH) Inc., a non profit organization, offers an emergency shelter program to indigent and homeless people by issuing vouchers for motels. Grant funding is provided by Modoc Siskiyou Community Action Agency and the State Department of Housing and Community Development. Each of these programs have different criteria for emergency shelter that the client must meet. In 1992, 162 unduplicated persons received emergency shelter benefits, 441 shelter days were accrued, and 1,433 total paid shelter days were administered through TEACH, Incorporated. An example of how shelter days are calculated follows: 3 people served x 2 days = 6 shelter days + 1 person x 2 days = 8 shelter days. Shelter days are based on cumulative totals rather than actual days times people served. TEACH also receives grant funding to provide homeless with travel to other counties that have emergency shelters or travel to areas where family members live.

At the most, five emergency shelter vouchers would be issued in one day by TEACH. The actual number of people varies with the season, noting that there are more transient homeless people passing through Modoc County in the warmer months than in the winter months. TEACH also helps with eviction cases prior to homeless status. The same funding allows TEACH to administer funds for eviction due to non payment of rents.

Battered women or men and their children are assisted by Modoc County Mental Health Department through a crisis intervention program. They offer short term temporary shelter for clients from Modoc County that meet the criteria. Transients that are referred to the Mental Health Department are assessed and transported to family members. If no family exists, they are transported to Shasta County Mental Health or Woodland Memorial for shelter care.

In general, establishment of an emergency shelter could be established by right in any residential zone in the City of County, providing they meet family definition for that zone. For example, in the R-1 zone it is possible to move a family needing emergency shelter into any single family home. If, however, two families were to occupy the same home, a problem may arise. New construction of high density or multiple family emergency shelters would be allowed by right in the R-3 and Commercial zones of the City. The County would allow the use in the following zones with a conditional use permit: Commercial, Agriculture General, and in all of the residential and rural town zones.

A community collaborative that is in place with County Departments and TEACH is very effective in aiding individuals in need of shelter, if not for their combined efforts the origination of these individuals would not be tracked.

Families with Female Head of Household

The 1990 Census indicates that there was a Countywide total of 302 female householders with no husband present, 226 of these females have children. The City share of the total represents 121 such families, and the County share represents 105 families. County wide the median income for the female head of household, according to the 1990 Census, is \$12,707 (very low income). With the median cost of rent being \$328, the female head of household would spend about 34% of their income for rent. This would qualify the average female head of household to obtain subsidized housing. Generally these families need to locate in areas with a full range of services that have convenient access to schools and work. This criteria would place them in or near the City of Alturas or to the rural towns within the County.

"AT RISK" UNITS

Subsidized Units "At Risk"

Government Code Section 65583 requires analysis and program efforts to protect assisted housing which is "at risk." At risk housing are those subsidized rental units whose subsidy terms may expire within the next ten years. Many subsidized units are multi-family rental units that provide below market rental housing. When the subsidies on the units terminate, the owners of the properties may increase the rents of the units to market rates. If the units return to market rates, low income housing may be lost, possibly making it difficult for people in the lower income brackets to obtain affordable housing.

According to the State Housing Element Analysis for Preservation of Assisted Units, a conversion date within the ten-year planning period alone does not mean that the owners may not wish to end their participation in subsidy programs. In addition, Federal and State regulations affect the feasibility and timing of the termination of low-income use restrictions; they also provide specific opportunities for local government and non profits to preserve these units. Furthermore, certain projects may be technically eligible to convert, but be unlikely to actually do so.

As of this writing, there have been no "Notices of Intent" filed. However, it is fair to assume that owners will continue on the programs for the following reasons: (1) rents, as subsidized, exceed the average rent in the City of Alturas, (2) Alturas Garden Apartments and Alturas Meadows Apartments have a FmHA 40-year contract that does not expire until the year 2014. Therefore, it would be unwise to discontinue their guaranteed stream of income by not renewing Section 8 contracts and force prepayment of FmHA contracts. Also, Modoc West Apartments are not considered "at-risk" during the period of analysis because the project has been refinanced and the use restrictions have been extended.

Period of Analysis

Mandated housing elements due by July 1, 1991, are required two term analysis extending over a ten year period. This review extends from July 1, 1991 to June 2001, with two five-year periods occurring between July 1, 1991 to June 30, 1996; and the second period between July 1, 1996 to June 30, 2001.

TABLE 17 - CITY OF ALTURAS SUBSIDIZED RENTAL UNITS (Cont'd)

<u>Owner and Address</u>		<u>Physical Address</u>
I'SOTS, Inc.		I'SOTS, Inc.
El Rancho Rehab		El Rancho Rehab
P.O. Box 125		400 12th St.
Canby, CA 96015		Alturas, CA 96101

<u>Type of Financing</u>	<u>Number of Units</u> <u>FHA</u> <u>CHURP-R</u>	<u>Risk for Period</u>
CHURP-12	21	At Risk Beyond 10 Year Analysis Period

SOURCE: Housing and Community Development "At Risk Units" worksheets completed by Modoc County Planning Department.

Cost Analysis Of Preserving At Risk Units

Given the low land values, \$300 per acre to \$1,000 per acre, coupled with the low construction cost of \$65.00 per square foot, it may be economically feasible to build new units. However, considering the low appreciation rate of existing units and the excellent condition of these units, it is fair to assume it will remain cheaper to purchase existing units rather than build new ones.

Using HUD replacement cost figures, we can approximate the cost of replacing each of the at risk units as shown below in Table 18 (A), and replacement cost figures approximated by the Uniform Building Code as shown in Table 18 (B).

TABLE 18
COST OF PRESERVING
AT RISK UNITS

Alturas Garden Apartments

(A)			
16 Units (One Bedroom)	x \$44,550	=	\$ 712,800.00
16 Units (Two Bedrooms)	x \$58,000	=	\$ 928,000.00
			<hr/>
			\$ 1,640,800.00
(B)			
Total Sq. Ft. 51,200	x \$95/sq.ft.	=	\$ 4,864,000.00
Site Work based on 15% of value		=	\$ 729,600.00
			<hr/>
			\$ 5,593,600.00
Cost difference between (A) and (B)		=	\$ 3,952,800.00

Table 18 - COST OF PRESERVING AT RISK UNITS Cont'd

Modoc West Apartments

(A)

4 Units (One Bedroom)	x \$44,550	=	\$	178,200.00
8 Units (Two Bedrooms)	x \$58,000	=	\$	464,000.00
			\$	642,200.00

(B)

Total Sq. Ft. 9,649	x \$95/sq.ft.	=	\$	916,655.00
Site Work based on 15% of value		=	\$	137,498.00
			\$	1,054,153.00

Difference between (A) and (B)	=	\$	411,953.00
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SOURCE: Housing and Community Development, Uniform Building Code, and Modoc County Planning Department calculated information.

Resources For Preservation

According to Section 65583 (a) (8) (C), the Housing Element shall identify public entities and private nonprofit corporations which have legal and managerial capacity to acquire and manage assisted housing developments. Inclusion on this list would be based on an expression of interest in acquiring and managing such projects. The Department of Housing and Community Development lists only one agency that has extensive expertise in working with low and very low income households. Their activities focus on providing affordable housing options with the community that meets the definition of decent, safe, and sanitary. The only agency interested in acquiring housing developments in the City or County is: Las Casa Development, 286 Greenhouse Market, Suite #258, San Leandro, California 94519.

Neither the City nor the County have redevelopment agencies and neither has the financial resources or expertise available to acquire these units. The City has the infrastructure for in fill in the existing City boundaries, but the infrastructure will not support development beyond the current City limits.

CHAPTER III

LAND AVAILABILITY

Government Code Section 65583 (a) (3) states that the Housing Element shall contain the following inventory:

An inventory of land suitable for residential development, including vacant sites and sites having potential for redevelopment, and an analysis of the relationship of zoning and public facilities and services to these sites.

The purpose of the following inventory and analysis is to provide a quantified estimate of the amount of sites zoned for residential development. The County and City can then determine if governmental action is needed to provide more sites to accommodate the projected construction needs.

In March, 1993, the Modoc County Planning Department conducted an inventory, in the City of Alturas and the unincorporated areas of the County, of the number and acreage of vacant parcels which are located in zones that typically accommodate residential uses. This includes zoning districts which are residential by name, e.g. R-1 Single Family Residential District; which are substantially residential in character, including agriculture residential zoning districts; and mixed use districts which can accommodate residential as well as commercial uses e.g. C-1.

For the purposes of projecting the extent of land available for residential development, the Planning Department has used the following descriptions and averages for the number for the dwelling units per acre which could, on the average, be accommodated in the zoning district identified.

CITY OF ALTURAS

Zoning	Description
---------------	--------------------

- | | |
|------------|--|
| R-1 | Single-Family Residential Zone - The R-1 zone allows typical single-family residential uses. Dwelling units per acre varies, depending primarily on the availability of community water and/or sewer services. The smallest allowed parcel size is 6,000 square feet, or an average of seven units per acre. |
| R-2 | Limited Multiple-Family Residential Zone - The R-2 zone allows all R-1 uses, as well as multiple family units, maximum four units per building lot (i.e., one four-plex). The smallest allowed |

parcel size is 6,000 square feet. An average of eight dwelling units per acre is used for this analysis.

R-3 Multiple-Family Residential Zone - The R-3 zone is primarily a high density residential zone, allowing multiple family units as well as R-1 and R-2 uses. The smallest allowed parcel size is 6,000 square feet. An average of 29+ (depending on design) dwelling units per acre (DUA) is used for this analysis.

TABLE 19
POTENTIAL CAPACITY FOR DWELLING UNITS
IN VACANT AREAS CURRENTLY ZONED
FOR RESIDENTIAL USE
IN THE CITY OF ALTURAS

<u>Zoning District</u>	<u>Vacant Acres</u>	<u>Average DUA</u>	<u>Potential New Units</u>
R1	23	7	161
R2	400	16	6,400
R3	16	29	+464
TOTAL			7,025

SOURCE: Modoc County Planning Department Housing Survey, March 1993.

The City of Alturas does not account for a high percentage of septic tanks or cess pools; there is a public sewer system throughout the incorporated City that serves the residences. The few City residences that have septic systems are due to geographical conditions and/or costs to extend the public system to these lots.

Each town within the unincorporated County is listed below in capital letters. Approved subdivisions outside of the town limits are grouped together with the nearest town and appear in lower case letters. The number of lots available in the town are estimates of buildable lots and in most instances, are below what could be buildable if some boundary changes occurred.

TABLE 20
VACANT AREAS CURRENTLY ZONED
FOR RESIDENTIAL USE
IN THE UNINCORPORATED COUNTY

<u>Location</u>	<u>Vacant Lots</u>	<u>Available Acreage</u>	<u>Lot Size</u>	<u>Services</u>	<u>Cost</u>
ADIN	87	5+	15,000sf	S/P	\$6000L
Rush Ck	107		5ac	P	\$1500A
ALTURAS					
Cal Pines	17,000		.5-5ac	W/S/P	\$800-1500A
Cedar Pass	72		20ac	P	\$1000A
Daphnedale	136		18,000sf	W/S/P	\$1500L
CR 76	25		20ac	P	\$1250A
Modoc Rec.	1,866		1-5ac	P	\$500A
Pit River	109		1-5ac	P	\$300A
Rim Rock Ranches	18		20ac	P	\$1250A
Thoms Ck Est	800		20ac	P	\$800A
Wildlife Est	67		10ac	P	\$1250A
FT. BIDWELL	25		15,000sf	P	\$1500L
CANBY	29	20	15,000sf	P	\$1500L
CEDARVILLE	171	50	15,000sf	W/P	\$6000L
DAVIS CK NO LOTS UNDER ONE ACRE-PLENTY OF VACANT LAND					
EAGLEVILLE	20	15	15,000sf	P	\$1500L
LAKE CITY	18		15,000sf	P	\$1500L
LIKELY	4	15	15,000sf	P	\$1500L
LOOKOUT	20	46	15,000sf	P	\$1500L
B.V. Ranches	142		1-5ac	P	\$1500L
NEWELL	69	9.5	15,000sf	W/P/S	\$1500L
NEW PINE CK	32	131	15,000sf	P	\$1500L
Atlantis	N/A		15,000sf	P	N/A
Fairport	N/A		15,000sf	P	N/A
Goose Lake Est	316		1ac	P	\$1500L
Willow Ck	15		1ac	P	\$1500L
TOTALS	20,428	13,679±			

W is water, P is power, S is septic disposal, sf is square feet, ac/A is acres, and L is Lot.

SOURCE: Modoc County Planning Department Vacancy Survey 1993

UNINCORPORATED COUNTY

Zoning Description

Note that with the County, all residential and commercial land uses have a base density of three acres. A density bonus of sorts is then given based on the availability of public water and sewer. If sewer or water is available, the lots may be 15,000 square feet. If both sewer and water are available, the lots may be reduced further to 6,000 square feet.

- RH** Residential High Density zoning allows one single family dwelling per 6,000 square feet. With an approved conditional use permit, there can be one of the following units: a second family dwelling; a two-family dwelling unit; multiple family dwelling unit; apartments; boarding or rooming home; or mobile home park. No maximum densities are established, however densities would vary from project to project based on site and environmental criteria. Rough aggregate estimates would place the estimated acreages in Residential High Density at approximately 5,000 acres.
- RL** Residential Low Density zoning allows one single family dwelling unit, with a minimum lot size of 10,000 square feet. With an approved conditional use permit, there can be one of the following units: a second family dwelling; a two-family dwelling unit; a multiple family dwelling unit; apartments; boarding or rooming home; or mobile home park. The densities would vary from project to project based on site criteria.
- RR** Rural Residential zone allows one single family unit, minimum lot size is one acre. With an approved conditional use permit, there can be one of the following units: a second family dwelling; a two-family dwelling unit; a multiple family dwelling unit; apartments; boarding or rooming home; or mobile home park. The densities would vary from project to project based on site criteria.
- RT** Rural Town Zone allows one single family unit; the minimum lot size is 6,000 square feet. With an approved conditional use permit, there can be one of the following units: a second family dwelling; a two-family dwelling unit; multiple family dwelling unit; apartments; boarding or rooming home; or mobile home park. The densities would vary from project to project based on site criteria.

- LI** Low Intensity Conservation Zone allows one single family unit; minimum lot size is twenty acres. With an approved conditional use permit, there can be a second single family dwelling or a care facility. The minimum lot size for two dwellings is 40 acres.
- RC** Resource Conservation Zone allows one single family dwelling, with a minimum lot size of eighty acres. One second single family dwelling is allowed with a use permit.
- AG** Agriculture General Zone allows one single family dwelling, with a 3 acre minimum lot size. With an approved conditional use permit, there can be one of the following units: a second single family dwelling; a two family dwelling unit; multiple family dwelling unit; apartments; boarding or rooming home; or mobilehome park. The densities would vary from project to project based on site criteria.
- AE** Agricultural Exclusive zoning allows one single family dwelling, with an 80 acre minimum. With an approved conditional use permit, a second single family dwelling is allowed.
- C** Commercial zone allows one of the following uses with an approved use permit: one single family dwelling; two family dwelling units, multiple family units, boarding or room houses; care facilities, or a mobile home park. The densities would vary from project to project based on site criteria.
- IL** Industrial Light zone allows one of the following uses with an approved use permit: one caretaker residence, multiple family units, or a mobilehome park. There is a maximum density of 40 persons per acre in this zone.
- OSFG** Open Space Forestry and Grazing zone allows one of the following with an approved use permit: one single family dwelling, or two or more dwelling units when clustered and an average density of two persons per acre is not exceeded. Minimum lot sizes vary in this zone.
- TPZ** Timber Production zone allows one single family dwelling for a caretaker's residence with an approved use permit. The minimum lot size is 80 acres in this zone.

Various housing needs, in the unincorporated areas of Modoc County, are met in the zones as demonstrated in the above descriptions, e.g,

Agriculture General, Agriculture Exclusive, and Rural Residential. Although the County can conclude that there is no shortage of available sites, the number of potential dwelling units indicated if qualified gives an exaggerated impression of the number of lots that can realistically be expected to be developed. In spite of the residential character of the zoning, a number of factors can be expected to prevent the full utilization of these vacant lands for residential development. These factors include physical building constraints which were not fully recognized when the zoning was originally adopted. It also includes the factor that land owners and developers may choose to develop larger parcels, rather than the maximum number allowed by the zoning, to avoid costly water or sewage systems. Even if only 25 percent of these areas were developed to their full holding capacity, the study indicates that there are ample sites available to meet the County's housing needs in terms of vacant acreage.

Currently 4,000 acres are designated as urban lands, representing .4% of all privately held land. Since 1965, about 18,000 lots have been created with about one-third within ten miles of Alturas, including Modoc Recreational Estates, Wildlife Estates, and a portion of the California Pines development. Most of these lots are one to two acres, with those in California Pines, and to lesser degree in Modoc Recreational Estates, sold mainly to persons residing outside the County. To date, only about 130 dwellings have been built in California Pines, with half of those being used seasonally. An estimated 97.5% of all major subdivision lots are presently undeveloped; there are constraints imposed as an undeterminable number are unbuildable lots or under septic tank limitations. This is not to say that there will not be the need or justification for the rezoning of additional and strategically located acreage to facilitate affordable housing, or to meet other housing needs. The County will need to consider new opportunities for large subdivisions, multi-family housing projects, or mobile home parks in various locations in the County which may facilitate the provision of affordable housing. However, such possibilities will rely largely on the extent of services available and proximity to existing communities.

As in most predominantly rural areas, the extent and nature of public facilities and services available to serve new residential development in Modoc County range from areas where both community water and sewer services are available, to rural areas which have no services that require individual wells and septic tanks. In rural areas, development of residential parcels with parcel sizes greater than one acre are not normally expected to have community sewer and/or water. Generally areas outside of the City of Alturas and communities will have individual systems; the 1990 Census indicated that 59% of housing units in Modoc County use septic tanks or cess pools for sewage disposal. In many of these areas, other services such as structural fire protection may be absent or distant.

In the unincorporated areas of the County, services are either lacking or have reached their design capacities. Communities such as Canby, Adin, Cedarville, Davis Creek, Likely, Eagleville, California Pines, and Fort Bidwell are zoned for residential development; but they do not have the community water and sewer services needed, or at design capacity, to serve significant levels of residential development. The County has encouraged and participated in studies and proposals to expand and develop new community services. Currently, the County is preparing a request for funding a water district in Newell.

However, based on the following feasibility study we can conclude that the limited infrastructure is not cost prohibitive to affordable housing, other options are available. The following calculations are based on an average grade manufactured home purchased in Klamath Falls, Oregon; it is a three bedroom, 1,000 square foot home with super good cents insulation.

\$ 25,000.00	Purchase price of a manufactured home at \$25.00 per square foot.
	This price includes set up costs.
\$ 1,087.00	California Tax figured at 40% of the home's value (\$25,000 x 60% x 7.25% as per seller).
\$ 1,500.00	Modoc Estates lot (.5 acres)
\$ 1,500.00	Septic system installation
\$ 3,000.00	Culinary well; 150' deep/\$20 a foot
\$ 1,500.00	Well pump
\$ 120.00	All permits
\$ 100.00	Driveway
<hr/>	
\$ 33,807.00	Total Construction Costs

The payment calculations are based on the following mortgage assumptions:

- (1) No down payment;
- (2) Term of the mortgage is 30 years, which equates to 360 payments;
- (3) The interest rate is 9%;
- (4) Assumes that this is a rental unit and not owner occupied. The payment calculates to be \$272.02 per month, plus 50% of the payment for insurance, maintenance, and profit (\$136.00). If this were an owner unit, there would be 20%, or \$54.40, added to the payment.
- (5) The total rent would be \$408.02 for a renter occupied unit and \$326.42 for an owner occupied unit.
- (6) Median income for a family of four in the very low income bracket is \$17,100.00. According to the affordability index, 50% of the median would

set the maximum monthly payment at \$428.00, and 80% of the median would set the maximum monthly payment at \$684.00. This places the monthly payment for housing within the affordability range of the very low income family household.

The following calculations area based on the new construction of an average quality duplex (stick-built). At 1,200 square feet total each unit would have 600 square feet, which equates to the following: 2 bedrooms each having 120 square feet, 1 bathroom each having 50 square feet, 1 kitchen each having 144 square feet, and 1 living room each having 166 square feet. Construction costs for average quality buildings in Modoc County is \$65.00 per square foot. Note that a manufactured housing could be designed as a duplex; costs would be about 60% of the total costs below.

\$ 78,000.00	1,200 sq.ft. x \$65.00/sq.ft.
\$ 1,500.00	Modoc Estates lot (.5 acres)
\$ 1,500.00	Septic system installation
\$ 3,000.00	Culinary well; 150' deep/\$20 a foot
\$ 1,500.00	Well pump
\$ 400.00	All permits
\$ 200.00	Driveway
<hr/>	
\$ 86,100.00	Total Construction Costs

Mortgage assumptions are the same as the above example and no down payment applies.

- (1) Calculating it out, it equates to a payment of \$692.78 per month, plus 50% of the payment for insurance, maintenance, and profit (\$346.39).
- (2) The total payment would be \$1,039.17.
- (3) Rent for each unit would be 1/2 of \$1,039.17, or \$519.59 for each unit.

Using the \$17,100 as median income for a family of 4, a stick-built duplex would only be affordable to low income (80% of the median), or those who could afford to pay \$684.00 per month for housing. If manufactured housing was used, a rough estimate of the payment would place the rent at about \$410.00 per month and make it affordable to the very low income (50% of the median), or those that could afford to pay \$428.00 per month for housing.

In conclusion, Modoc County has an adequate amount of land zoned for residential development to facilitate meeting projected housing needs, in terms of quantity of acreage. However, the County does not appear to have adequate areas served by the range of community services that can support significant amounts of higher-density residential development. The development or expansion of community sewer and/or water systems in some of the communities would help facilitate the provision of high density, affordable housing.

Net Need

This figure represents the difference between the needs identified in the regional housing plan for 1991-1997 and the new construction that has occurred since 1991. The figures do not represent income categories, but it may be assumed that construction in the moderate and above moderate income bracket would free housing in the lower categories. In addition, given the number of mobile homes and manufactured homes as compared to stick built (70% of permits), would indicate that the majority of housing would most likely fall into the low to very low income category. It is further demonstrated on pages 37 and 38 with the discussion on land availability and affordability in which placement of a manufactured on a lot is quantified.

TABLE 21
CITY OF ALTURAS
NET NEED

<u>Quantified Objective</u>	<u>Construction</u>	<u>Rehab</u>	<u>Conservation</u>
Very Low-Income	8	5/yr	5/yr
Low-Income	7	5/yr	5/yr
Moderate-Income	6	0	0
Above Moderate	12	0	0
Total	33	70	70
Less permits since 1991	39	24	150
Net Need	-6	+46	-80

TABLE 22
UNINCORPORATED COUNTY OF MODOC
HOUSING OBJECTIVES

<u>Quantified Objective</u>	<u>Construction</u>	<u>Rehab</u>	<u>Conservation</u>
Very Low-Income	71	10/yr	10/yr
Low-Income	49	10/yr	10/yr
Moderate-Income	50	0	0
Above Moderate	92	0	0
Total	262	140	140
Less permits since 1991	232	2	136
Net Need	+30	+138	+4

Note that the figure for new construction represents a summation of the need and does not reflect the need by income. Therefore, the actual need may be greater than the figure represents.

CHAPTER IV

CONSTRAINTS

The following section examines a range of factors which may be construed to present, directly or indirectly, constraints to the maintenance, improvement, and development of housing for all income levels in Modoc County. These constraints are addressed as being either "Governmental" or "Non-Governmental."

GOVERNMENTAL CONSTRAINTS

The following categories of governmental constraints are examined: general plan land use designations, zoning, permit procedures, subdivision regulations, development fees, design review standards, and the California Environmental Quality Act (CEQA).

General Plan Land Use Designations

California Government Code Section 65300, requires counties and cities to adopt a comprehensive, long-term general plan for the physical development of the jurisdiction. The Land Use Element of the General Plan is required to designate the proposed general distribution and general location and extent of the uses of the land for housing, business, industry, open space, etc.

Modoc County's General Plan and area plans contain land use designations for a variety of land uses, including residential uses. The development of housing in areas which are not designated for "residential high density" is generally not feasible because they do not have the infrastructure to support the density and are too distant from the communities. However, agriculture zones having a lower land value may allow development if a method of water and sewer delivery is found. The City of Alturas' General Plan contains land use designations for a variety of land uses, including several densities of residential development. Table 19 indicates that there are 439 acres of existing vacant residential land in the City of Alturas, that would support more than 7,000 dwelling units. In general, there is adequate land designated for residential purposes in the County's and City's General Plan.

Zoning

Zoning operates in much the same way as the General Plan, although more specific in terms of determining whether or not, and how housing development is allowed in certain areas. Government Code Section 65860 requires County zoning ordinances to be consistent with the general plan.

Modoc County will not allow development, residential development included, in zoning areas that do not specifically allow the type and density of the proposed use. For example, multi-family dwellings are allowed by right in districts zoned R-3 and in the Commercial zones in the City of Alturas. The City allows residential development in all zones. The County has several zones that allow the following residential uses: Rural Residential zoning requires a conditional use permit for duplexes, multi-family units, and care facilities for 12 or fewer clients; Residential Low Density zoning requires a conditional use permit for duplexes, multi-family units, mobile home parks, and care facilities for twelve or fewer units also; Residential High Density requires a conditional use permit for duplexes, multi-family dwellings, apartments, boarding and rooming facilities, mobile home parks, and care facilities for twelve or fewer clients; and the Rural Town zone allows duplexes by right, care facilities with 12 or fewer clients, multi-family dwellings, mobile home parks, and boarding or rooming facilities. Most of the residential zones in the County allow a second single family dwelling when the lot size criteria is met, and can be approved by the Planning Department in-house. A project proponent may apply for rezoning of a site to facilitate residential development; the County or City can initiate a proposed rezoning of an area. Zoning amendments are required to comply with the General Plan. The quantity of lands zoned for residential use, as addressed in Table 20, does not appear to be an unwarranted constraint in Modoc County. Particular communities may be examined for the need of additional mobile home parks and multi-family residential zoning.

Permit Procedures

In 1989, the County Planning Department implemented a permit streamline process. All building applications, including septic systems and wells, for the City or County begin processing at the Planning Department.

Permit time frames vary with the complexity of the project. However, on the average, a building permit for a single family dwelling will typically take less than seven working days for approval, with the condition that all information is submitted by the builder and no other information is required. The time needed to process a more complex permit, such as a residential subdivision, will take longer. The amount of time needed largely depends on the type of environmental document that is required. A project that requires

an Environmental Impact Report (EIR), pursuant to the California Environmental Quality Act (CEQA), usually requires six months to a year to complete the review. If it is determined that the project does not require an EIR and the project meets zoning criteria, the application could be approved within 3-4 months. In general, permit processing times in Modoc County appear to be one of the shortest for similar type projects in California, and permits are not perceived to be an unwarranted constraint to the provision of affordable housing.

Subdivision Regulations

Subdivision regulations, processing time, and improvement requirements can increase housing construction costs, which can be expected to fall on the home buyer or renter. These costs can contribute significantly to the cost of housing because of increased administrative, engineering, and planning costs. Subdivision regulations and the California Map Act govern the division of a parcel of land into two or more parcels. Divisions may be accomplished for land sale speculation or for development purposes. The State has established fundamental subdivision requirements in the Subdivision Map Act, Government Code, Sections 66410, et seq. The Map Act vests regulation and control of the design and improvement of subdivisions in the legislative bodies of local agencies.

The Planning Department conducted a survey on subdivision application fees in June, 1993. The results indicate that the County's subdivision application fees are very affordable in relation to other counties in the State. Modoc County's application fee for a subdivision of five or more lots starts at \$625.00 + \$25.00 per lot, which includes an Environmental Review fee. On the average, a tentative map of this type, proposed for development in the perspective zone, can be approved in 3-4 months. This limited time frame is dependent upon the developer submitting a well-designed, professional proposal that has anticipated and avoided significant environmental impacts. The County and City fee structure is shown in Table 23.

County improvement requirements vary with the size of the development. However, to date none have required improvements beyond 28 foot graveled road, and water necessary for fire safety. The required improvements are minimums necessary to avoid unacceptably poor developments. No off-site improvements or in lieu of fees are required. The City requires only sewer, water, curb, gutter, and asphalt improvements that are necessary for the project to function.

TABLE 23
PERMIT FEE SCHEDULE
FOR LAND USE PROCESSES
CITY AND UNINCORPORATED COUNTY

General Plan Amendment	
Major	\$ 1,000.00
Minor	\$ 500.00
Specific Plan Amendment	\$ 2,000.00
Zoning Amendment	
Major	\$ 500.00
Minor	\$ 300.00
Overlay Zone	\$ 100.00
Zoning Variance	
Minor	\$ 50.00
Major	\$ 150.00
Administrative Permit	\$ 35.00
Time Extension	\$ 25.00
Use Permits	
Minor (sign, 2nd home)	\$ 100.00
Intermediate	\$ 200.00
Major/Complex	\$ 500.00
Amendment to permit	50% of base application fee
Surface Mining & Rec	\$ 300.00
Time Extension (1st yr.)	\$ 25.00
Time Extension (2nd yr.+)	\$ 100.00
Subdivision	
Parcel Map Waiver(1-4 lots)	\$ 50.00 + \$50/per parcel
Parcel Map (1-4 lots)	\$ 150.00 + \$50/per parcel
Tentative Map (1-49 lots)	\$ 500.00 + \$25/per parcel
Tentative Map (>49 lots)	\$ 500.00 + \$10/per parcel
Time Extension (1-4 lots)	\$ 50.00
Time Extension (>4 lots)	\$ 150.00
Exceptions (per standard)	\$ 50.00
Lot Line Adjustment	
Combine Only	\$ 35.00
Other	\$ 100.00

TABLE 23 - FEE SCHEDULE CONTINUED

Certificate of Compliance	\$ 100.00
Map Submittal	
Final Map	\$ 200.00 + \$1 per parcel
Parcel Maps (>4 lots)	\$ 200.00 + \$1 per parcel
Deferral Agreements	\$ 150.00
Amended Map/Corrections	\$ 25.00
Appeals	\$ 75.00
Environmental Review	
Initial Study - Neg. Dec.	\$ 125.00
Environmental Impact Report	\$ 2,000.00 + Consultant fees

SOURCE: Modoc County Planning Department, January 1990

DEVELOPMENT FEES

Building Permit Fees

Both jurisdiction's Building/Inspection Departments administer all building codes. The building permit fees are based on the value of the proposed improvement. The average cost per square foot value is currently based on local economy. Current average values are:

Living Area	\$52.00 per sq. ft.
Garage and Unfinished Basement	\$15.00 per sq. ft.
Covered or Uncovered Deck	\$ 5.00 per sq. ft.

The City charges a plan check fee which is based on 50% of the building permit cost. For example, a 1,500 square foot house with a 400 square foot garage and a 500 square foot deck would be figured to have a total value of \$86,500.00. The building permit cost would be 382.50, and the plan check fee would be 50% of 382.50, or 191.25, for a total of \$573.75.

The County charges a plan check fee, as well as plumbing and electrical permit fees. For example a 1,500 square foot house with a 400 square foot garage and a 500 square foot deck would be figured to have a total value of \$86,500.00, and typical fees would be as follows:

Building Permit	\$ 382.50
Plan Check Fee	\$ 166.25
S.M.I.P.* Fee	\$ 8.65
Plumbing* Fee	\$ 50.00
Electrical* Fee	\$ 50.00
TOTAL PERMIT FEES	\$ 657.40

*S.M.I.P. is Strong Motion Instrumentation Program required by the State to fund for seismograph placement throughout the State.

*Plumbing fees are calculated at \$25.00 permit issuance fee plus \$2.00 per fixture - an average is used for this example.

*Electrical fees are calculated at \$25.00 permit issuance fee plus \$.20 per outlet or light fixture - an average is used for this example.

Currently Modoc County has no school facility developer fees, no fire district developer fees, no environmental assessment fees, or any additional developer fees for building permits.

Development Ordinance Constraints

Neither jurisdiction applies any building constraints beyond the Uniform Building Code. Zoning codes, as well, are minimal. Zoning Codes for Residential High Density and Residential Low Density zones in the County are as follows:

Setbacks: Yards adjacent to streets 20' and side yards are 5' from property line.

Maximum Heights: Two stories, not to exceed 50'.

Parking: One space per bedroom; maximum two spaces required.

Lot Coverage: 60%

Minimum Dwelling Size: None

The City requires placement of curb and gutter for improvements exceeding \$7,000.00; the approximate cost for an average City lot is \$6,000.00. Residential zoning codes for the City are as follows:

R-1 Zone

Setbacks: front 20'; rear 10'; corner 15'; side 5'

Maximum height: 35'

Parking: None specified

Lot Coverage: 40%; 1,000 square foot rear yard uncovered.

Single car garage or carport required.

R-2 Zone

Setbacks: front 20'; rear 10'; corner 15'; side 5'

Maximum height: 35'

Parking: None specified

Lot Coverage: 60%; 1,000 square foot rear yard uncovered.

Single car garage or carport required.

R-3 Zone

Setbacks: front 20'; rear 10'; corner 15'; side 5'

Maximum height: 45'

Parking: None specified

Lot Coverage: 60%; 1,000 square foot rear yard uncovered.

Single car garage or carport required.

Design Review Standards

In the City of Alturas, proposed high density residential development must be reviewed by the Site Review Committee for compliance with zoning, building requirements, and meeting criteria of the City Fire Department and Public Works Department. The Site Review Committee conducts a ministerial review of these proposals.

Currently there is no fee structure for Site Plan Review, so the process does not impact the affordable housing cost. Typically, the Site Plan Review process takes about a week. The permit is then forwarded to the Building Inspector to process the actual permit, so the Site Plan Review process does not normally take additional time for approval. A developer can avoid delays by reviewing required standards and incorporating them into their designs at early stages. Site Plan Committee recommendations can be appealed to the City Planning Commission, and in turn their decision is appealable to City Council. The County's process is similar to the City's.

California Environmental Quality Act (CEQA)

All state and local agencies in California, are required to evaluate the environmental effects of discretionary projects before approving them. According to State law, whenever a project is found to have a significant environmental impact, an environmental impact report (EIR) must be prepared and certified. The level of the complexity of the EIR depends on the magnitude of potential environmental impacts identified in the Initial Study, the applicant's effort to mitigate potential impacts through project design, and the level of public controversy.

The time and expense required to prepare an EIR varies with the proposed project. Large or intense projects with many significant impacts can be expected to take much longer and cost significantly more than projects with only a few impacts. The EIR process for a small project with few impacts would take anywhere from six to twelve months to prepare, and would normally cost under \$30,000. Whereas, the cost of an EIR for a large or intense project would take twelve to twenty-four months, and could easily cost from \$80,000 to \$100,000 or more, depending on the environmental impacts and issues involved with the project.

While EIR's can be time consuming and costly, there is not a lot that can be done to reduce these factors at the local level. State law establishes specific minimum time periods for the review process. An inadequate EIR may result in lawsuits for controversial projects, which can delay project approvals for years.

NON-GOVERNMENTAL CONSTRAINTS

Environmental Constraints

Even though Modoc County is large in area, 4,092 square miles, a considerable amount of this area is unsuitable for residential development because of site-specific environmental factors. The environmental factors can pose a hazard to development, pose a physical constraint on housing services, or indicate that the site has other resource uses which are considered more appropriate for use or conservation than residential development. Hazardous areas include areas which are subject to flooding, high fire danger, and geologic hazards including seismic faulting and landslides. Physical constraints include areas where steep slopes, soil characteristics and/or high ground water present severe septic tank limitations, as well as development on steep slopes creating erosion problems. Resource areas which are not usually considered appropriate for intense residential development include timberlands, prime farmlands, and critical wildlife habitat areas. The

identification of these environmental constraints are, when possible, translated into or otherwise taken into account in General Plan land use policies. However, sometimes constraints cannot be adequately considered for a specific proposed project until a developer conducts a feasibility study, or the project is reviewed for CEQA compliance. But, given the vast land area, these constraints do not pose a development problem.

The City of Alturas does not have a large amount of land unsuitable for development; nor are there any geologic, physical, or environmental constraints inside the City. Open spaces are designated for the park and cemetery; there are no critical wildlife habitat areas.

Financing

In rural areas, it is sometimes difficult to find a lending agency that will lend money to home buyers or builders. Furthermore, local financing agencies may not always have the capital to lend at favorable rates because they serve a small market. Larger banks prefer to lend money in larger urban areas where the economy tends to be more stable and active. Therefore, home buyers and builders may find it difficult to obtain financing for their projects. These factors are very prevalent in both the City and County, with financing institutions frequently being accused of red-lining.

The Community Reinvestment Act requires banks to lend to all economic areas they serve. This requirement was intended to discourage lending discrimination in rural areas. This issue is largely beyond the scope of local governments. State agencies that regulate housing and banking activities are the appropriate agencies to study and determine the correct methods to solve any lending practices that may work to the detriment of rural area housing.

The interest rate in effect at the time of securing financing will significantly affect the affordability of housing, both in terms of the monthly cost and the overall total cost at the end of the mortgage period. The effect of interest rates on housing affordability can be demonstrated by looking at the costs of different rates for a single-family home with a \$47,200, 30-year fixed rate mortgage, see Table 24.

TABLE 24
EFFECTS OF INTEREST ON
SINGLE FAMILY HOME COSTS

(\$47,200, 30-Year Mortgage Fixed Rate)

<u>Interest Rate</u>	<u>Principal & Interest</u>	<u>Other*</u>	<u>Total</u>
8%	\$293.51	\$ 88.05	\$381.56
12%	\$411.45	\$123.43	\$534.88
16%	\$537.90	\$161.37	\$699.27

*Other includes estimated monthly expenses for property taxes and insurance of 30%.

SOURCE: Census Data Center for median housing cost and calculations prepared by Modoc County Planning Department.

If we use the common rule of thumb that 25% of income spent for housing is an affordable average, a household with an annual income of \$27,407 (the area median income from 1990 Census) would find payments financed at 8% interest affordable. However, the same house would cost this same family 31% of their income if it was financed at 16% interest rate. The household would need to make \$33,565 annually to maintain the 25% of income average.

Interest rate is not the only factor determining financing and percentage of total cost of new housing; another factor is the timing of financing. This includes how early in the development process loans must be secured and the term of the loan. For example, project delays caused by local government regulatory processes or project controversy and litigation may increase the term the loan is outstanding. This increases total interest payments and increases the share of total costs which are accounted for by financing.

CHAPTER V

ENERGY CONSERVATION

OPPORTUNITIES FOR RESIDENTIAL ENERGY CONSERVATION

TEACH, Inc. provides weatherization of homes for qualified households throughout the County that meet the criteria. Both rental and owner-occupied housing units are eligible. Modoc County has prepared and adopted an Energy Element, on June 21, 1993, which is incorporated in the County General Plan. The Energy Element addresses a number of issues related to energy facility siting and energy use in the County, including energy consumption and conservation issues related to residential uses. The following discussion is drawn from the Energy Element:

Various factors influence the type and amount of energy consumed in a residential structure, including orientation and construction of the building; the building insulation level; the type of heating and fuel used; and the habits of the occupants. In general, the most important factors influencing residential energy consumption are the type of house (mobile homes, detached single-family or multi-family structure), and the number of major appliances used in the household. Mobile homes and single-family homes require more energy for space heating than a multi-family unit, primarily due to the amount of heat loss through external walls. In addition, a single-family residence usually has more occupants and requires more energy for operation of major appliances than a multi-family unit.

The housing stock in Modoc County consists of 72% single-family dwellings and 22% mobile homes in the unincorporated area; as compared to the City of Alturas which consists of 80% single-family dwellings and 5% mobile homes in the City of Alturas. Mobile homes are less energy efficient than conventional homes; older mobile homes have a tendency to be even less energy efficient, due to lower insulation standards at the time the mobile home was manufactured and the likelihood of the unit having been relocated. The relocation of the mobile homes causes reduced structural integrity and increased infiltration.

Modoc County's second largest energy end-use sector, after transportation, is residential. Usage in this sector is driven by the number, types, occupancy levels, the age, condition of the housing stock, household lifestyles, and climatic conditions. The largest energy end-uses within Modoc homes themselves are space heating and domestic hot water heating, which together usually account for over 60% of a typical residence's annual energy requirements.

TABLE 25
COUNTY WIDE HOUSING PROFILE

	<u>1980</u>	<u>1990</u>	<u>% Change</u>
Total housing units	3,738	4,642	+25
Single-family units	2,737	3,344	+22
Multi-family units	425	311	-27
Mobile home units	576	1,017	+77
Vacancy rate (%)	14	21	+50
Persons per household	2.6	2.5	- 4
Average unit age (years)	23	24	+ 4
% owner occupied	67	70	+ 4

SOURCE: 1980 and 1990 Census Data

The data in Table 25 describes a residential sector composed of predominantly older, single-family, owner-occupied units. The previous Element states nearly one half of all units were built before 1940. These conditions create additional energy demands and extra costs for households living in poorly insulated or non-weatherized dwellings. Various local weatherization programs administered over the past 15 years have reportedly reached only a few hundred dwelling units.

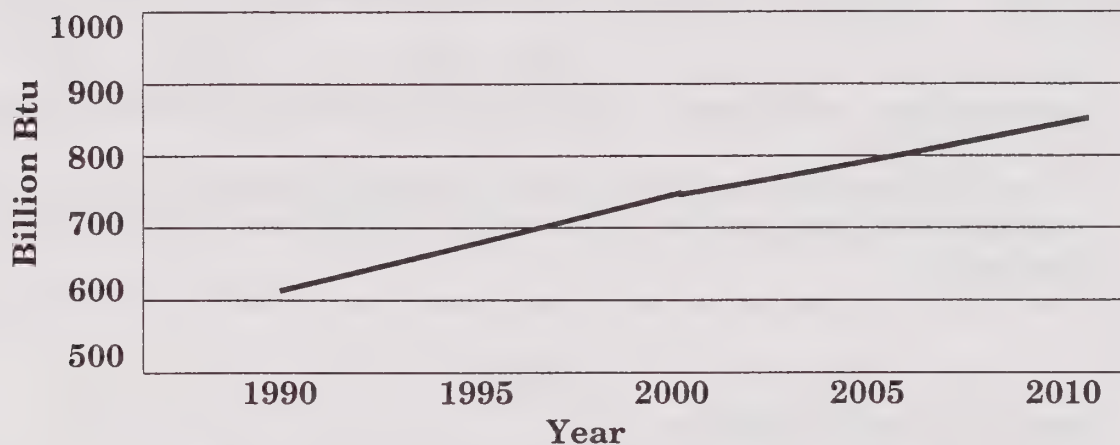
Another housing characteristic with energy implication is the growing number of manufactured homes. Because these units have remained affordable, and their quality and public acceptance has also increased, they now represent approximately 22% of all dwellings in the County. Although mobile home purchasers are reportedly opting for energy efficient features, a majority of the existing manufactured units in the County are believed to be older units falling below current energy efficiency standards. Part of this is due to federal regulation of mobile home energy standards at levels below California's standards for site-built housing.

Wood is the dominant fuel type for space heating in the County with over 61% of homes using this source. Electric is second with 19% of the homes and liquified petroleum gas is third with 12% of the homes.

Combining the foregoing estimates for all dwelling units, Countywide residential energy demands presently total about 611 billion Btu/year. Using

a projection of 1990 per capita residential use, Table 26 projects the County's residential energy use through the year 2010; the projection of 840 billion Btu/year is again understandably sensitive to the rate of population growth and per capita usage levels. In the latter case, efficiency improvements should be able to reduce per capita consumption over the long-term through more emphasis on energy efficient construction practices and appliance purchases.

TABLE 26
FUTURE RESIDENTIAL ENERGY NEEDS



SOURCE: Modoc County Energy Element, June 1993.

Implementation Measures for Public Information & Assistance

1. As part of its standard collection of reference documents, the County Planning Department shall maintain for public use, a set of basic reference publications on energy efficiency and renewable resource opportunities.

2. The County Planning Department shall compile a set of "fact sheets" or comparable brochure-length booklets on energy efficiency and renewable resource opportunities; establish and maintain ongoing distribution of the "fact sheet" materials from the Planning Department; and provide the same materials to the Building Inspector and Agriculture Department for similar distribution.

3. The County Planning Department maintains a referral list of technical and financial assistance sources for persons interested in energy efficiency and/or renewable resource opportunities.

4. The County Planning Department shall provide the following design guidelines to interested land developers and builders as a means of encouraging greater solar use:

Topography

- a) Locate structures on south-facing slopes or flat land.
- b) Avoid locating structures on steep north-facing slopes.

Vegetation

- a) Locate lots away from dense cluster of trees; designate dense tree clusters for open spaces.
- b) Use selective tree cutting for roads, building sites, sewer and utility easements, clear vision areas, septic fields, and other land improvements to provide solar access.
- c) When planting new vegetation, know the mature heights of trees to ensure that they will not penetrate beyond the solar envelope on a lot in the future.

Open Spaces

- a) Locate open spaces on the south, southeast, and southwest portions of the site.
- b) Use parking areas as a solar access buffer.

Street and Lot Orientation

- a) Orient streets on an east-west axis (plus or minus 30 degrees).
- b) On north-south streets consider using flag lots to increase solar access.

Southern Building Lines

- a) Establish southern building lines which are unshaded at ground level whenever feasible.
- b) If shadow patterns penetrate too far north into the lot to provide solar access at ground level of the southern building line, establish a southern building line which is unshaded 10 feet above ground level.
- c) Make southern building lines uniform from lot to lot in the east-west dimension, whenever feasible, to simplify construction of solar envelopes.
- d) Establish the southern building line as far north on the lot as feasible to allow for taller solar envelopes on neighboring lots to the south.

Building Design and Orientation

- a) Orient buildings so their long axis is in the east-west dimension to maximize solar gain.
- b) Orient roof lines on lots facing north-south streets so that their highest shade producing point is not on the northern most point of the structure.
- c) Orient the roof lines so that they slope north and south for current and future solar uses.

5. The County Planning Department, with the assistance of coordinating agencies, shall monitor opportunities for funding local energy efficiency using outside financial assistance sources. In particular, the County will seek funding for transportation efficiency improvements, residential weatherization, business and agricultural assistance, and renewable resource characterization and end-use demonstrations.

6. The Air Pollution District shall continue to monitor wood smoke conditions that are causing state standards to be occasionally exceeded in the Alturas area, and shall prepare compliance plans as required by California Air Resources Board.

Natural Gas Pipeline

Natural gas costs 40% less than electricity and propane, however it may cost more than wood. The City should pursue natural gas if feasible.

CHAPTER VI

SUMMARY OF HOUSING ELEMENT REVIEW

Government Code Section 65588 (a) states that each local government shall review its housing element as frequently as appropriate to evaluate all of the following:

1. The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the state housing goals.
2. The effectiveness of the housing element in attainment of the community's housing goals and objectives.
3. The progress of the city, county, or city and county in implementation of the housing element.

According to Housing and Community Development, in the context of revision of a housing element, such an evaluation should include the following:

1. Review of the actual results of the previous element's goals, objectives, policies, and programs.
2. An analysis of the significant differences between what was projected or planned in the previous element, and what was achieved.
3. Based on the above analysis, a description of how the goals, objectives, policies and programs of the updated element incorporate what has been learned from the results of the previous element.

The following comments summarize what has been learned from this analysis and considered in preparation of the revised goals, objectives, policies, and programs of the 1993 revision.

REVIEW OF PREVIOUS HOUSING ELEMENT

City Implementation

The City will, through local controls, assist in the development and attainment of housing for all income levels.

1. Beyond requiring skirting and paint upgrades, the architectural and site review committee has not imposed any conditions on manufactured housing.
2. No application have been received during this planning period.
3. The City has not pursued the density bonus ordinance, primarily because there has not been any development pressure and the lack of staff capable of creating such and ordinance. However, current administration is

in the process of adopting Planned Development Ordinances which provides for density bonuses.

4. The existing ordinance does not have provisions for second units. However the proposed ordinance does have these provisions. To date there have been no requests for a second unit.

5. During this planning period, the County Building inspector tracks building permits and notifies the Department of Finance of housing changes.

The City supports the provision of an adequate number of available sites for a variety of housing types.

1. There have been no requests for rezones to R-3, in addition there are enough existing R-3 zones to accommodate high density. The City is in the process of revising the housing element and the zoning ordinance to assess any social trends.

2. The current zoning designations do not necessarily assure a balanced community, but it errors in favor of housing.

The City supports the utilization of state and federal programs aiding site acquisition and improvement.

1. With the exception of weatherization, no public agencies are involved in housing programs in this area.

2. Due to the lack of demand, the private sector has not contacted the City during this planning period.

The City will aid its residents in rehabilitation efforts, to the extent possible, through cooperation with other agencies and utilization of housing assistance programs sponsored by other agencies.

1. CBDG funds are tied to housing quality surveys and the survey has not been done.

2. FmHA has processed approximately 13 rehabilitation grants/loans per year. The City has not presented any stumbling blocks for FmHA housing rehabilitation. They are required only to meet the Uniform Building Code.

3. This has not been performed to date. However three agencies have shown interest in conducting one for the City once the housing element is completed.

4. The City refers inquiries to FmHA.

5. The City is investing in a new water system, streets, natural gas, and sidewalks (in some areas). Whether or not these improvements have any effect on the increasing property maintenance is yet to be seen. None of these programs had any direct relationship to housing rehabilitation.

County Action Programs

Summary: Modoc County has not been under any development pressure during the planning period for the previous housing element. In fact, it has been quite the opposite.

1. To date, there have been no complaints filed with the district attorney regarding discrimination in any area of the housing market.
2. Within the planning period, there have been no proposals which would limit housing opportunities for any income level.
3. The County is in support with all funding assistance programs operating in the County. The most recent is California Rural Home Finance Authority.
4. The County has adopted a new zoning ordinance that permits second units, with a conditional use permit, and temporary second units for elderly, handicap, or disabled persons with the issuance of an administrative permit.
5. Referral service for housing has not been done due to the low demand. Rehabilitation and weatherization coordination was accomplished simply by calling the program managers and private organizations.
6. There have been no projects creating social impacts that would necessitate special attention to housing.
7. During the previous planning period no such surveys were performed. However we have completed two surveys in the last three years and found that there is still adequate vacancy, the housing market has tightened up somewhat since 1991. We also found a need for rehabilitation for existing structures.
8. Nothing has been done in this area. However, we are encouraging three separate agencies to apply for technical assistance grants to perform a housing study for us.
9. FmHA is the only agency packaging rehabilitation loans. Any inquiries fielded by departments are referred to them.
10. No public improvement programs have been put in place during this planning period.
11. Revision of the zoning ordinance accomplished this goal.
12. Adoption of the 1988 General Plan provided the re-assessment of land use goals, and coupled with the 1991 zoning ordinance, established the criteria development evaluation.
13. The 1988 General Plan was adopted along with the 1988 housing element which met this criteria. The Zoning Ordinance was adopted in 1991 and achieved this goal. However, to this date we have not had any strong development pressure which would test this goal.
14. The zoning designations have been and are periodically evaluated for conformance with all elements of the General Plan. As you can see from the land inventory analysis contained in the 1993 housing element, there are plenty of approved subdivisions as well as available raw land.

15. Sites assessment identified in the General Plan; a broad assessment of sites has not been met due to staff changes.
16. Non-market rate sites would need to be located close to the towns or to the City of Alturas.
17. Given the lack of development pressure and the adequacy of existing housing, no action was necessary.
18. The Zoning Ordinance was adopted in 1991. It permits lot size variances in non-sewered zones. There have been three submittals in three years, all of which were approved.
19. The Planning Department and the Community Programs Department have advised developers of the funding assistance programs, however due to market conditions there have been no takers.
20. The Zoning Ordinance, adopted in 1991, allows second dwellings for farm housing, guest housing, or family care with an administrative conditional use permit.

Both the City and County have very limited resources to take an active approach to housing issues, and for the most part are dependent on larger economic and housing market circumstances. Therefore, the previous element presented a somewhat passive approach to housing goals. Attainment of which rested almost entirely on market forces. However, our results can be measured as follows:

1. Overall it can be stated that the goals have been met. The jobs to housing balance has been maintained, and comparative to the other areas, we have maintained a higher home ownership rate and lower housing cost than the State average.
2. Implemented a weatherization program for older homes.
3. Began a first-time home buyers program.
4. Assured adequate housing sites for all income levels.
5. With the exception of pre-1974 mobile homes, allowed placement of affordable housing anywhere in the City and County.

Comparatively, this housing element presents a more active approach to housing issues. It assumes that regardless of the jobs, housing balance, and the lack of economic opportunities, continued growth will occur. It therefore relies more heavily on State and Federal funding assistance to maintain the existing housing and encourage new units. It more specifically addresses special housing needs and considers a more definite action plan.

CHAPTER VII

HOUSING GOALS, OBJECTIVES, AND PROGRAMS

HOUSING GOAL

The overall housing goal of Modoc County is to provide an adequate supply of sound, affordable housing units in a safe and satisfying environment for the present and future residents of the County, regardless of race, age, religion, sex, marital status, ethnic background, or personal disabilities, and support economic development projects which will provide employment opportunities to people to enable them to afford adequate housing.

HOUSING POLICIES

The following policies will guide the objectives and programs necessary to fulfill the County's housing goal. The County will, within its capabilities:

1. Encourage an adequate number of housing units to meet the needs of its citizens.
2. Encourage affordable housing to all economic segments of the communities.
3. Facilitate the provision of adequate sites and facilities to support future housing needs.
4. Encourage housing opportunities to serve persons with special housing needs.
5. Work diligently towards the rehabilitation of the existing housing stock and strive to replace housing units that are beyond repair.
6. Encourage regular maintenance of housing as a means of conserving existing housing stock.
7. Develop strategies and actions to increase home ownership opportunities through economic development, including preservation and creation of employment opportunities.
8. Maintain a healthy jobs-to-housing balance.
9. Facilitate the development of infrastructure in appropriate locations to better serve housing and job creation opportunities.
10. Assist citizens in need of short-term emergency housing.
11. Discourage discrimination in housing.
12. Provide ample opportunities for citizen participation as part of the housing element preparation and revision process.
13. Maintain consistency among all General Plan policies.

HOUSING OBJECTIVES AND PROGRAMS

Objective One: Meeting Basic Construction Goals

Based on the Regional Housing Needs projections, Modoc County and the City of Alturas will encourage the construction or placement of at least 33 new housing units in the City of Alturas by July, 1997 and 262 new housing units in the unincorporated area by July, 1997 with the goal of having 295 total housing units by that time.

Programs:

1.1 The County/City will yearly review its permit procedures to evaluate opportunities to reduce the cost and time of processing housing development permits.

Responsibility:	All County/City Departments
Time Frame:	Ongoing, 1993-1997

1.2 The County/City will not impose requirements for residential construction other than those mandated by state law, or those necessary to maintain the health, safety, and values of the community.

Responsibility:	Board of Supervisors, City Council and All County/City Departments
Time Frame:	Ongoing, 1993-1997

1.3 When the County/City updates its Zoning Ordinance, policies, and implementation measures, standards will be included to clarify development requirements, as applicable.

Responsibility:	Board of Supervisors, City Council and Planning Dept.
Time Frame:	Ongoing, 1993-1997

Objective Two: Providing Affordable Housing

Based on the Regional Needs Plan, Modoc County and the City of Alturas will encourage and facilitate the construction or placement of 15 low and very low income units in the City of Alturas, and 120 units in the unincorporated area of the County, affordable to persons of very low to moderate incomes in the time periods of 1991-1997.

Programs:

2.1 The County/City will encourage the development of affordable housing by enlisting the support and cooperation of private developers, non-profit organizations, and the State of California. The County will provide support services, such as identifying appropriate sites where low and moderate income housing will not conflict with existing development policies, expediting the process of local permits, and providing technical assistance in obtaining State and Federal funding assistance.

Responsibility:	Planning Department
Time Frame:	Ongoing, 1993-1997

2.2 As required by Government Code, at least once a year the Planning Department will evaluate housing issues and needed programs for the upcoming fiscal year. The Department shall consult with other County and City departments and community representatives involved in housing issues and programs. The Planning Department will make recommendations to the Board of Supervisors and City Council for housing implementing and the housing element, including persons responsible for the preparation of funding applications and administering programs.

Responsibility:	Planning Department
Time Frame:	Annually, 1993-1997

2.3 The County will continue to allow companion units in single family residential areas. The County will regularly review the ordinance and amend it as needed, to eliminate unnecessary constraints incompatible with its intent. The City will revise the zoning ordinance to permit companion units in residential zones.

Responsibility:	Planning Department
Time Frame:	By 1995

2.4 The County/City will actively seek an increase in the supply of rental units that receive rental assistance, consistent with County/City growth rates, by pursuing increases with HUD, other Federal agencies, and the State Department of Community Development.

Responsibility:	Community Programs
Time Frame:	By 1997

Objective Three: Providing Adequate Sites and Services

The County/City will provide adequate sites to be designated in the General Plan and zoned for residential land use to meet the objectives of this element, and will facilitate the expansion of water, sewer, and fire protection services where needed.

Programs:

3.1 The County will review the General Plan and zoning in areas where water, sewer, and fire protection services are available. This will allow The County to maintain an adequate supply of lands in areas zoned for residential land use, including multi-family residential development. The County will review the ordinances for compliance with the density bonus law and will facilitate density bonuses to promote lower housing costs by directing developers to these areas and providing assistance wherever possible. The County will change the zoning ordinance to allow multiple family dwellings in the Residential High Density Zone as a permitted use, providing health and sanitation criteria is met.

Responsibility:	Planning Department
Time Frame:	By 1995

3.2 The City will review the General Plan to designate areas where high density is environmentally appropriate, and create a density bonus ordinance applicable to these areas. The City will facilitate density bonuses to promote lower housing costs by directing developers to these areas and providing assistance wherever possible.

Responsibility:	Planning Department
Time Frame:	By 1994

3.3 The County will assess the geographical distribution of assisted housing to assure that housing opportunities are appropriately distributed and that no individual communities have a disproportionate amount of this housing.

Responsibility:	Planning Department
Time Frame:	By 1994

3.4 The County/City will assist, apply for, and encourage districts and non-profit organizations in the application for State and Federal grants (CDBG, EPA, FmHA) to expand and improve community infrastructure, including water and sewer systems, and to improve structural fire protection services to serve residential development.

Responsibility:	Board of Supervisors, City Council, and All Departments
Time Frame:	Fall of 1996

3.5 The County will continue to work with the City of Alturas to facilitate orderly expansion of residential development in areas appropriate for those uses, thereby encouraging residential development with access to existing municipal services.

Responsibility:	Planning Department
Time Frame:	Ongoing, 1993-1997

Objective Four: Rehabilitation and Replacing Existing Housing Stock

The City and County shall promote the rehabilitation and replacement of housing necessary to meet the needs in Table 17 for the very-low and low housing units per year. This equates to 5 units per year in the very-low to low income categories for the City, and 20 per year in the County.

Programs:

4.1 In order to facilitate the rehabilitation and conservation efforts in the City and the County; both jurisdictions will apply for, or encourage private entities to apply for, a technical assistance grant to perform a housing condition survey.

Responsibility:	Planning Department
Time Frame:	Ongoing, 1993-1997

4.2 The County/City will encourage non-profit and for-profit groups to undertake housing rehabilitation and replacement programs and to apply for State and Federal funds for rehabilitation programs.

Responsibility:	Planning Department, Community Programs and TEACH
Time Frame:	Ongoing, 1993-1997

Objective Five: Conserving the Affordability of Existing Housing

The County shall evaluate and attempt to mitigate the general impacts of its policies and actions on the affordability of housing.

Programs:

5.1 All rental rehabilitation programs undertaken by County sponsored programs will include provisions to ensure that rentals remain affordable for a term of five years, or as otherwise specified by the program.

Responsibility:	Community Programs/TEACH
Time Frame:	1993-1997

Objective Six: Fulfilling Special Housing Needs

The County/City encourages the construction or placement of housing units designed to meet the needs of households with special housing requirements.

Programs:

6.1 The County will support applications for funds to FmHA, CBDG, and HCD, to provide housing for special needs groups, as identified in the Housing Element.

Responsibility:	Board of Supervisors
Time Frame:	August 1996

6.2 The County will continue to work with concerned agencies to examine and address farm worker housing needs in the County on an annual basis. Currently the Migrant Housing Center is conducting a rehabilitation program; when this program is complete additional funds will be requested for additional new housing units.

Responsibility:	Migrant Housing/Community Programs
Time Frame:	1994-1995

6.3 The County will facilitate the provision of emergency shelter to citizens in need of housing on a short-term, emergency basis. The County/City will apply for, and/or assist qualified non-profit organizations to apply for, emergency housing funds from the Department of Housing and Community Development.

Responsibility:	Community Programs, Social Services, Mental Health and TEACH
Time Frame:	Ongoing, 1993-1997 - based on funding cycles for emergency housing funds.

Objective Seven: Minimizing Housing Costs by Efficient Energy Use

Modoc County will seek and support ways to reduce residential energy use and energy costs as a means of reducing monthly housing costs.

Programs:

7.1 The County will implement the energy conservation policies and programs for residential uses set forth in the Modoc County Energy Element, adopted June 1993.

Responsibility:	Board of Supervisors and applicable County Departments
Time Frame:	1993-1997

7.2 The County will cooperate with non-profit groups offering home weatherization programs by assisting in publicizing their programs and by endorsing grant applications.

Responsibility:	TEACH
Time Frame:	1993-1997

7.3 The City will pursue natural gas for a home heating fuel source.

Responsibility:	City Council
Time Frame:	1994

Objective Eight: Increasing Home Ownership Opportunities

The County/City encourages home ownership as a means of supporting the self sufficiency of its citizens, promoting affordability, and improving living conditions, and will support ownership by facilitating economic development and expanded private-sector employment opportunities.

Programs:

8.1 The County/City will stimulate the retention and creation of job opportunities by retaining, according to funding availability, a progressive Economic Development Commission.

Responsibility:	Board of Supervisors and City Council
Time Frame:	Ongoing, 1993-1997

8.2 The County/City will facilitate the provision of infrastructure, including sewer and water systems, to support new industrial and commercial development by seeking a planning feasibility study, and pursuing grants to develop or replace infrastructure.

Responsibility:	Planning Department and Public Works
Time Frame:	Ongoing, 1993-1997

8.3 The County/City will, through the General Plan and Zoning Ordinance, identify sites where new industries could locate with a minimum of delay and assist in compliance with environmental regulations and the permitting process.

Responsibility:	Planning Department
Time Frame:	1993-1997

Objective Nine: Eliminating Housing Discrimination

The County will not allow housing discrimination to interfere with the attainment of its housing goals and objectives; discrimination cases will be referred to the County District Attorney.

Programs:

9.1 The County will post notices indicating where housing discrimination complaints can be made and assist in referring complainants to the appropriate State and Federal agencies.

Responsibility:
Time Frame:

Social Services
Ongoing, 1993-1997

Objective Ten: Citizen Participation

The County/City will make a diligent effort to include all economic segments of the community in the development and revision of the housing element.

Programs

10.1 The County/City will contact involved local organizations and individuals during the process of making revisions to the Housing Element and will conduct public hearings prior to the adoption of the revised Element. The County will provide ample notice and opportunities for public review and input on the Housing Element policies.

Responsibility:
Time Frame:

Planning Department
Prior to adoption of the
revised Housing Element

Objective Eleven: General Plan Consistency

The County/City will maintain the consistency of the housing element with other elements of the General Plan.

Programs:

11.1 To maintain consistency, the County/City will continue to review related elements of its General Plan in regard to housing policies, and shall review Housing Element objectives as it considers proposed General Plan amendments.

Responsibility:
Time Frame:

Planning Department
1993-1997, when amendments and
revisions are considered

Objective Twelve: Eliminating Unnecessary Governmental Constraints

Modoc County and the City of Alturas will seek to identify and eliminate unnecessary constraints to the provision of affordable housing.

Programs:

12.1 The County/City will review and eliminate unnecessary constraints to the provision of affordable housing for all income levels, and to incorporate policies that will support the objectives of the Housing Element.

Responsibility:	Board of Supervisors, City Council and Planning Dept.
Time Frame:	1993-1997

APPENDIX A

REGIONAL HOUSING NEEDS PLAN

FOR

MODOC COUNTY

REGIONAL HOUSING NEEDS PLAN
FOR
MODOC COUNTY

January 1991 to July 1997

ADOPTED: June 28, 1991

EFFECTIVE DATE: September 27, 1991

A 90-day period for local governments to propose revisions began on June 28, 1991 and expired on September 26, 1991.

INTRODUCTION

This plan has been prepared as the regional housing needs plan for Modoc County by the California Department of Housing and Community Development pursuant to the provisions of Section 65584 of the Government Code. The plan contains Modoc County's share of the statewide housing need to July 1997 and allocates shares of that need to Alturas and the County of Modoc. The purpose of the plan is to provide the local governments in Modoc County with their shares of the countywide housing need for inclusion in their housing elements by July 1, 1992.

The levels of household growth and construction need contained in this plan may be considered as minimum growth needs. Nothing in this plan should be taken to mean that a local government may not plan for more households than shown.

State law requires the regional housing needs plan for Modoc County to be adopted by June 30, 1991 and to include shares of regional housing need through the ending date of the next housing element update (July 1, 1997). Consistent with these requirements, the determinations of local shares of regional housing need shown in Tables 1 and 2 contain determinations of local shares of regional need for the period from January 1, 1991 to July 1, 1997. Table 1 contains the estimated number of households on January 1, 1991 by income group, the projected additional households by income group between January 1, 1991 and July 1, 1997, and the projected households by income group on July 1, 1997. Table 2 contains basic construction needs by income group through July 1997. It also shows the components which comprise the total. These include the existing shortage or surplus of units at the beginning of the planning period, the household growth allocations for the planning period, the number of vacant units needed because of the household growth, and the estimated number of normal market removals during the planning period. The methodology used in making the determinations contained in Tables 1 and 2 are described in the Methodology section of this plan.

Existing need is shown in both Tables 1 and 2. In Table 1, the "January 1, 1991" column shows the number of households, by income, who needed adequate housing as of the base date of the plan. In Table 2, the "1991 vacancy" need is -14 for Alturas and

TABLE 1
MODOC COUNTY

HOUSEHOLD PROJECTIONS BY INCOME GROUP
JANUARY 1, 1991 TO JULY 1, 1997

<u>Jurisdiction and</u> <u>Income Group</u>	<u>January 1, 1991</u> <u>Number</u> <u>(%)</u>	<u>July 1, 1997</u> <u>Number</u> <u>(%)</u>	<u>Jan. 1991 to July 1997</u> <u>Number</u> <u>(%)</u>
Alturas			
Very Low	309 (24.0)	315 (24.0)	6 (24.0)
Other Lower	257 (20.0)	262 (20.0)	5 (20.0)
Moderate	232 (18.0)	236 (18.0)	4 (18.0)
Above Moderate	489 (38.0)	498 (38.0)	9 (38.0)
Total	1,287 (100.0)	1,311 (100.0)	24 (100.0)
Unincorporated			
Very Low	705 (28.6)	765 (28.5)	60 (27.3)
Other Lower	457 (18.5)	498 (18.5)	41 (18.6)
Moderate	482 (19.5)	524 (19.5)	42 (19.1)
Above Moderate	825 (33.4)	902 (33.5)	77 (35.0)
Total	2,469 (100.0)	2,689 (100.0)	220 (100.0)
County Total			
Very Low	1,014 (27)	1,080 (27)	66 (27)
Other Lower	714 (19)	760 (19)	46 (19)
Moderate	714 (19)	760 (19)	46 (19)
Above Moderate	1,314 (35)	1,400 (35)	86 (35)
Total	3,756 (100)	4,000 (100)	244 (100)

The income group estimates were prepared by HCD using definitions contained in State and federal law as implemented by HUD and HCD. The definitions involve relationships to median incomes and family size adjustment factors. These relationships and factors were applied to 1980 income data.

TABLE 2
MODOC COUNTY

BASIC CONSTRUCTION NEEDS
JANUARY 1, 1991 TO JULY 1, 1997

BY COMPONENTS*:

	<u>Housing Units</u>		
	<u>Alturas</u>	<u>Unincorporated</u>	<u>County Total</u>
Household Increase	24	220	244
1991 Vacancy Need	-14	-71	-85
1997 Vacancy Need	2	69	71
Replacement Need 1990-1997	21	45	66
Total	33	262	295

BY INCOME GROUP:

	<u>Alturas</u>	<u>Unincorporated</u>	<u>County Total</u>
Very Low	8	71	79
Other Lower	7	49	56
Moderate	6	50	56
Above Moderate	12	92	104
Total	33	262	295

*Basic Construction Needs were calculated using the formulas shown in the Appendix. The following were used in the calculations: for Alturas: a homeownership percentage of 64, a vacant-not-for-sale-or-rent percentage of 5, and an annual removal rate of .002; for the Unincorporated Area: a homeownership percentage of 72.7, a vacant-not-for-sale-or-rent percentage of 21.4, and an annual removal rate of .002.

-71 for the Unincorporated Area. This means that there was a surplus of units over the minimum desirable vacancy level needed for the healthy functioning of the housing market.

Tables 1 and 2 also both contain determinations of projected need. Table 1 shows, by income group, the number of additional households each local government is to plan for. Table 2 shows the construction needed to accommodate, by income, the additional households by July 1997, including an allowance for normal market removals.

METHODOLOGY

Allocations of Household Growth

The allocations of shares of household growth shown in Table 1 are based on past and projected expected economic conditions and a finding that adequate sites are potentially available in both Alturas and the unincorporated areas to accommodate the projected level of growth within the county during the planning period. During the first half of the 1980s, population growth occurred in both Alturas and the unincorporated areas of the county. In the latter half of the 1980s, reflecting economic conditions, the population and households in Alturas declined. The City of Alturas has sought to arrest and reverse this decline by attracting new economic investment in the city, including through attraction of additional tourism. Although this effort has not yet been successful and may not be, it is appropriate to allocate a moderate proportion of the projected household growth in the county to Alturas so that economic development planning and housing planning are consistent, while also reflecting market conditions. The plan allocates ten percent of the county's household increase to Alturas.

Farmworker housing need is minimal in the county; and, to the extent it exists, it is included in the very low and other lower income allocations. Loss of units contained in assisted housing developments is not expected to be a factor during the planning period.

Allocations of Household Growth by Income

Four income groups are used in this plan. They are: Very Low, Other Lower, Moderate, and Above Moderate. Definitions for these terms are given in the Appendix.

In allocating household growth by income, two housing market areas were established: Alturas and the balance of the county. The 1991 income group distribution for Alturas was estimated. Because Alturas is a separate market and the economic characteristics of the area are not projected to change by 1997, the income group allocations for Alturas are based on continuance of the existing income distribution in Alturas. Because there are only two local governments in the county, the allocations by income for the unincorporated area were obtained by subtracting Alturas's allocations by income group from the projected household totals by income group for the entire county.

Basic Construction Needs

The basic construction needs were prepared by, first, preparing each of the components shown in the "By Components" section of Table 2 and then determining the number of units needed by income group. The formulas used in calculating each of the components of the construction needs are shown in the Appendix. The ownership rates and the "vacant-not-for-sale-or-rent" rates were taken from the 1990 U.S. Census. They and the annual removal rates used in the calculations are shown at the bottom of Table 2.

The percentages used in allocating the total construction need by income group are the percentages shown in the last column of Table 1. This means that, for each local government, household growth and construction need are allocated by income using the same income group percentages.

USE OF THE PLAN

The principal use of the allocations in this plan is inclusion in the local housing element as the shares of regional housing need. By doing this, the local government is planning to accommodate its share of the projected growth of the county and to provide opportunities for all income groups to have access to housing throughout the county.

Because regional housing needs plans are prepared a year or more before the statutory deadline for housing element updates, typically additional units have been built during the time period between the base date of the regional housing needs plan and the adoption of the housing element update. Local governments may reduce their allocations of construction need by the number of units which have been completed since the base date

of this plan. Instructions for how to estimate the number of units completed by income group are available as part of a technical assistance package on housing element preparation which is available from HCD's Division of Housing Policy Development.

The shares of regional need contained in this plan are only a portion of the housing needs which are to be included in the local housing element. For example, housing elements are additionally required to include estimated affordability needs. This involves making estimates of the current number of lower income households (the very low and other lower income categories) who pay more than they can afford for housing.

Other existing needs which are to be included in housing elements but which are not included in this plan include estimates of overcrowding, of the needs of special groups, and of the number of housing units which are in substandard physical condition. Estimates of substandard units should include both estimates of the units which need rehabilitation and the units which are so substandard that they need to be removed.

The basic construction needs in this plan do not include allowances for all construction needs which result from the need to remove units which are beyond repair or are not economically feasible to repair. Units which are removed from the housing stock in the normal course of housing market activity (demolitions, changes to commercial use, etc.) are not necessarily the substandard units. Consequently, the basic construction needs are to be supplemented by estimates of construction needed because of the need to remove units which are in poor physical condition.

The determination (shown in Table 2) that there are a sufficient number of housing units on the beginning date of this plan was made without regard to the physical condition of the housing stock, both occupied and vacant. The local housing element should estimate the units which are in substandard condition and assess whether there is sufficient existing standard housing.

PLAN REVISION PROCESS

Local Revision Process

The adoption of this plan by the Department commences a 90-day period during which Alturas and the County of Modoc may propose revisions to the plan. If there are no

proposed local revisions, this plan will become final on the expiration of the 90-day period.

If a proposed local revision is submitted to the Department during the 90-day period, the Department has the 60-day period following the expiration of the 90-day local revision period in which to act. The Department may approve the proposed local revision, modify its prior determination, or indicate why the proposed revision is inconsistent with the regional need. If the Department does not accept a proposed revision, a public hearing may be requested within 30 days. The Department's final action on the local revision proposal shall constitute the local government's share of regional need which is to be included in the local housing element.

The standards and procedures for proposing local revisions, Department actions on them, and local government rights in the process are contained in Government Code Section 65584(c). A copy of that section is included in the Appendix.

Later Changes in the Plan

Prior to this year, state law permitted no changes in regional housing needs plans following completion of the statutory local revision process. Effective January 1, 1991, Government Code Section 65584(c)(5) provides for one type of change at a later date. The only change permitted is transfer of a portion of a county's allocation to one or more cities within the county. The transfer must meet the standards applicable to the original allocation of local shares of regional need and have the approval of the county, the affected cities, and the Department of Housing and Community Development. Events which might lead to use of these provisions include major changes in the local economy, changes in annexation policies or agreements, and the incorporation of a new city.

GOVERNMENT CODE SECTION 65584

65584. . (a). For purposes of subdivision (a) of Section 65583, the share of a city or county of the regional housing needs includes that share of the housing need of persons at all income levels within the area significantly affected by a general plan of the city or county. The distribution of regional housing needs shall, based upon available data, take into consideration market demand for housing, employment opportunities, the availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need, the loss of units contained in assisted housing developments, as defined in paragraph (8) of subdivision (a) of Section 65583, that changed to non-low-income use through mortgage prepayment, subsidy contract expirations, or termination of use restrictions, and the housing needs of farmworkers. The distribution shall seek to reduce the concentration of lower income households in cities or counties which already have disproportionately high proportions of lower income households. Based upon data provided by the Department of Finance, in consultation with each council of government, the Department of Housing and Community Development shall determine the regional share of the statewide housing need at least two years prior to the second revision, and all subsequent revisions as required pursuant to Section 65588. Based upon data provided by the department relative to the statewide need for housing, each council of governments shall determine the existing and projected housing need for its region. Within 30 days following notification of this determination, the department shall ensure that this determination is consistent with the statewide housing need. The department may revise the determination of the council of governments if necessary to obtain this consistency. The appropriate council of governments shall determine the share for each city or county consistent with the criteria of this subdivision and with the advice of the department subject to the procedure established pursuant to subdivision (c) at least one year prior to the second revision, and at five-year intervals following the second revision pursuant to Section 65588. The council of governments shall submit to the department information regarding the assumptions and methodology to be used in allocating the regional housing need. As part of the allocation of the regional housing need, the council of governments, or the department pursuant to subdivision (b), shall provide each city and county with data describing the assumptions and methodology used in calculating its share of the regional housing need. The department shall submit to each council of governments information regarding the assumptions and methodology to be used in allocating the regional share of the statewide housing need. As part of its determination of the regional share of the statewide housing need, the department shall provide each council of governments with data describing the assumptions and methodology used in calculating its share of the statewide housing need. The councils of governments shall provide each city and county with the department's information.

(b) For areas with no council of governments, the department shall determine housing market areas and define the regional housing need for cities and counties within these areas pursuant to the provisions for the distribution of regional housing needs in subdivision (a). Where the department determines that a city or county possesses the capability and resources and has agreed to accept the responsibility, with respect to its jurisdiction, for the identification and determination of housing market areas and

(6) The housing element shall contain an analysis of the factors and circumstances, with all supporting data, justifying the revision. All materials and data used to justify any revision shall be made available upon request by any interested party within seven days upon payment of reasonable costs of reproduction unless the costs are waived due to economic hardship.

(d) (1) Except as provided in paragraph (2), any ordinance, policy, or standard of a city or county which directly limits, by number, the building permits which may be issued for residential construction, or which limits for a set period of time the number of buildable lots which may be developed for residential purposes, shall not be a justification for a determination or a reduction in the share of a city or county of the regional housing need.

(2) Paragraph (1) does not apply to any city or county which imposes a moratorium on residential construction for a set period of time in order to preserve and protect the public health and safety. If a moratorium is in effect, the city or county shall, prior to a revision pursuant to subdivision (c), adopt findings which specifically describe the threat to the public health and safety and the reasons why construction of the number of units specified as its share of the regional housing need would prevent the mitigation of that threat.

(e) Any authority to review and revise the share of a city or county of the regional housing need granted under this section shall not constitute authority to revise, approve, or disapprove the manner in which the share of the city or county of the regional housing need is implemented through its housing program.

(f) A fee may be charged interested parties for any additional costs caused by the amendments made to subdivision (c) by Chapter 1684 of the Statutes of 1984 reducing from 45 to seven days the time within which materials and data shall be made available to interested parties.

(g) Determinations made by the department, a council of governments, or a city or county pursuant to this section are exempt from the provisions of the California Environmental Quality Act; Division 13 (commencing with Section 21000) of the Public Resources Code.

Definitions of Income Groups

The income limits for a four-person household in Modoc County are the following:

Very Low Income	Income not exceeding 50% of area median family income.
Other Lower Income	Income between 50% and 80% of area median family income.
Moderate Income	Income between 80% and 120% of area median family income.
Above Moderate Income	Income exceeding 120% of area median family income.

Income limits for other household sizes are calculated using household size adjustment factors. For example, the income limit for a one-person household for any income level is .7 times the four-person income limit for that income level.

In Modoc County area median family income is the higher of the county median family income or the statewide nonmetropolitan median family income, as estimated by the U.S. Department of Housing and Urban Development (HUD).

Basic Construction Needs Calculations

1. Determine Total Housing Units Needed in July 1997:

Owner households = July 1997 households X Homeownership factor

Owner Units Needed = Owner households + 0.98 (100% - 2% owner allowance)

Renter households = July 1997 households X Rentership factor

Renter Units Needed = Renter households + 0.94 (100% - 6% renter allowance)

Other Vacant Units Needed =

(Owner Units Needed + Renter Units Needed) + (100% - other vacant allowance)

Total Housing Units Needed in July 1997 =

Owner Units Needed + Renter Units Needed + Other Vacant Units Needed

2. Determine New Housing Units Needed to accommodate growth 1991 to 1997:

Units needed to accommodate growth = Units needed in 1997 - Units on Jan. 1,
1991

3. Determine Expected Normal Market Removals 1991 to 1997:

Average existing units 1991 to 1997 = $\frac{\text{Units needed in 1997} + \text{Units Jan. 1991}}{2}$

Removals per year = Average existing units 1991 to 1997 X 0.002

Total years Jan. 1991 to July 1997 = 6.5 years

Expected Normal Market Removals 1991 to 1997 = Removals per year X 6.5

4. Determine Basic Construction Need 1991 to 1997

Basic Construction Need 1991 to 1997 =

Units Needed for Growth + Expected Normal Market Removals 1991 to 1997

DEPARTMENT OF FINANCE ESTIMATES
FOR JANUARY 1, 1991

CALIFORNIA DEPARTMENT OF FINANCE
DEMOGRAPHIC RESEARCH UNIT

REPORT E-5 PRELIM
PAGE 29

MODOC COUNTY POPULATION AND HOUSING ESTIMATES
JANUARY 1, 1991

PRINTED
05/03/91

CONTROLLED	----- POPULATION -----			----- HOUSING UNITS* -----			PERSON PER HOUSE- HOLD
<u>CITY</u>	<u>TOTAL</u>	<u>HOUSE- HOLD</u>	<u>GROUP QUARTER</u>	<u>TOTAL</u>	<u>OCCUPIED</u>	<u>PERCENT VACANT</u>	<u>HOLD</u>
ALTURAS	3264	3151	113	1418	1287	9.24	2.448

TOTAL INCORPORATED	3264	3151	113	1418	1287	9.24	2.448

UNINCORPORATED	6570	6266	304	3314	2469	25.50	2.538

COUNTY TOTAL	9834	9417	417	4732	3756	20.63	2.507

* HOUSING UNITS BY TYPE FROM THE 1990 CENSUS HAVE NOT BEEN RELEASED
WE EXPECT THEM TO BE AVAILABLE FOR THE 1992 E-5 REPORT

APPENDIX B
STATE HOUSING PROGRAMS

APPENDIX B

STATE HOUSING PROGRAMS

The most significant source of state financing for housing programs administered by Housing and Community Development has been derived from bond-funded programs. Recent bonds have been approved by Propositions 77, 84, and 107 (\$650 million). Although most of these funds have already been committed for urban areas, certain funds are still available for rural areas such as Modoc County.

Proposition 77, the California Earthquake Safety and Housing Rehabilitation Bond Act of 1988, provided \$150 million for housing rehabilitation, including seismic rehabilitation, and is the primary source of financing for the California Housing Rehabilitation Program (CHRP).

Proposition 84, the Housing and Homeless Bond Act of 1988, provided \$300 million for several housing programs, including \$200 million for the construction of rental housing. Proposition 84 is the primary source of funding for the Rental Housing Construction Program. In addition, Proposition 84 provided \$25 million for the rehabilitation of single-room occupancy hotels, which is administered through CHRP, as well as funding for the following programs: Family Housing Demonstration; Home Purchase Assistance (administered by the California Housing Finance Agency); Emergency Shelter; and Migrant Farmworker Housing.

Proposition 104, the Housing and Homeless Bond Act of 1990, provided \$150 million for rental housing construction, SRO rehabilitation, emergency shelter, and home purchase assistance.

CHRP's and RHCP's primary features are as follows: CHRP has two components: an owner component (CHRP-O) and a rental component (CHRP-R). The purpose of the CHRP-O is to rehabilitate substandard homes owned and occupied by lower income households. The program provides three percent, simple interest loans on the unpaid balance. Loans generally carry a term of five years and can be extended for an additional five years.

The purpose of the CHRP-R is to preserve and rehabilitate unreinforced masonry for multifamily units to increase their ability to withstand earthquakes. CHRP-R also provides for the rehabilitation and acquisition of substandard low-income rental housing. This program provides loans at three percent simple interest. Loans are for a minimum of 20 years for rehabilitation only and 30 years or more for acquisition and rehabilitation.

The RCHP provides 40 year loans with deferred payment of the principal. Loans carry an interest rate of three percent per annum simple interest. The number of assisted units in each project must be at least 30 percent of the units. No less than two-thirds of the assisted units must be for very low income households.

State Special Housing Programs

The Department of Housing and Community Development administers several programs directed toward special housing needs. In recent years, many of these programs have experienced severe funding reductions or have otherwise become inactive. The programs are described as follows:

Self-Help Housing Construction Program - This program offers technical assistance grants to nonprofit corporations and local governments to cover the cost of administrative and support services they provide in operating local low- and moderate-income, self-help housing programs. Technical assistance may include training and supervision of self-helpers, loan packaging and counseling, and associated office costs. Ten percent, simple interest loans are made to sponsor organizations to assist with project development and construction. Twenty percent of the program moneys are targeted toward rural areas.

Rural Predevelopment Loan Program (RPLP) - This program provides predevelopment capital for starting low-income housing projects. Eligible costs include site control, engineering studies, architectural plans, legal services, permits, and bonding.

Urban Predevelopment Loan Program - This program offers the same services as the RPLP.

California Indian Assistance Program (CIAP) - CIAP offers technical assistance to California Native Americans, helping them obtain funding from state and federal agencies for housing, community, and economic development.

Emergency Shelter Program (ESP) - This program makes grants and loans to local governments and nonprofit agencies for the purchase, lease, renovation, repair, or operation of emergency shelters for the homeless.

Office of Migrant Services (OMS) - This program, which operates 27 migrant centers distributed throughout 15 counties, is administered by HCD. The centers generally operate from May through October. Land is provided by the locality, with the state owning most of the structures and equipment. Modoc County is one of the Counties in the OMS program.

Farmworker Housing Grant Program - This HCD administered program offers up to 50 percent matching grants for the construction and rehabilitation of owner-occupied and rental housing for low-income, year round farm workers.

Rural Development Assistance Program (RDAP) - RDAP stations development staff in under-served rural areas to train local government agencies to acquire and administer federal and state development funds. Program funding may have been eliminated.

Rural Community Facilities Technical Assistance Program (RTAP) - RTAP awards grants to local government agencies or nonprofit corporations to pay for the predevelopment activities to obtain federal or state grants to correct severe water and waste water problems. Program funding may have been eliminated.

Senior Center Shared Housing Program - This program is currently inactive and offers grants to local governments and nonprofit corporations to assist seniors to find others with whom they can share housing.

APPENDIX C

LACK OF AT-RISK UNITS UNINCORPORATED COUNTY

MODOC COUNTY UNINCORPORATED AREA
CHECKLIST TO CONFIRM LACK OF AT-RISK UNITS
PURSUANT TO GOVERNMENT CODE SECTION 65583(A)(8)

Jurisdiction Unincorporated County

Date July 26, 1993

1. HUD programs:

Section 8 Lower-Income Rental Assistance project-based programs:

New Construction
Substantial or Moderate Rehabilitation
Property Disposition
Loan Management Set-Aside

Section 101 Rent Supplements

Section 213 Cooperative Housing Insurance

Section 221(d)(3) Below-Market-Interest-Rate Mortgage Insurance Program

Section 236 Interest Reduction Payment Program

Section 202 Direct Loans for Elderly or Handicapped

☒ there are no such units for our jurisdiction listed in the Inventory of Federally Subsidized Rental Units At Risk of Conversion, 1990 or subsequent updated information made available by HPD.

☐ units for our jurisdiction in the above inventory are not at risk during the ten-year analysis period; no units are at risk until (year).

2. Community Development Block Grant program (CDBG)

☐ jurisdiction has not used CDBG funds

☒ jurisdiction has not used CDBG funds for multifamily rental units

☐ although CDBG funds have been used for multifamily rental rehabilitation, staff responsible for this program indicate there are no affected units because

3. Redevelopment programs

☐ jurisdiction does not have a redevelopment agency

☒ redevelopment funds have not been used on multifamily rental units; or

although redevelopment funds have been used for multifamily rental units, staff responsible for this program indicate there are no affected units because

☐ a) income-restrictions for occupancy were not required for existing units, or

☐ b) other reasons: _____

4. FmHA Section 515 Rural Rental Housing Loans

☐ jurisdiction has not been located in a qualifying rural FmHA area

☒ according to information made available by HPD, there are no such eligible projects reported by FmHA within the community or unincorporated area

☐ FmHA staff checked the status of _____ (name) _____ development(s) and reported that it is not eligible for prepayment or not eligible for prepayment within the ten-year analysis period.

5. State and local multifamily revenue bond programs

☐ no bond-financed units eligible to terminate affordability controls within the next ten years were reported in the following publication: 1990 Annual Summary: The Use of Housing Revenue Bond Proceeds, California Debt Advisory Commission, and

☒ local housing authority staff indicate there are no such units within the community.

6. Local in-lieu fee programs or inclusionary programs

☐ jurisdiction has not had an in-lieu fee or inclusionary program

☒ staff responsible for these programs indicate no affected units

7. Developments which obtained a density bonus and direct government assistance pursuant to Government Code Section 65916.

X jurisdiction has no projects approved pursuant to this law

 staff responsible for this program indicate no affected units

8. Additional comments related to any of the above:

lmwb:preserve.he

APPENDIX D

PREVIOUS HOUSING ELEMENTS FOR THE CITY OF ALTURAS AND THE UNINCORPORATED COUNTY

CITY OF ALTURAS

BACKGROUND REPORT JUNE 1987

D1

BACKGROUND

A key part of any general plan is the housing element. Housing is important because plans and facilities for housing are, along with employment opportunities, the most basic component of population growth. Housing shortages, high prices, inadequate housing types, and insufficient services and facilities all inhibit growth in a community. Any city which anticipates growth and change must consider in detail plans for increased housing availability.

In 1980 an estimated 3,025 persons lived in the city's 1,297 housing units, representing 1,072 households. The 1985 estimates recently published by the State Department of Finance (D.O.F.) estimate that those numbers have increased somewhat (3,262 residents in 1,470 units, representing 3,224 households). Household size decreased citywide from 2.51 persons per household in 1960 to 2.43 in 1980, reflecting the birth-rate decline. The 1985 estimates by D.O.F. indicate a further decline to 2.39. Renter households represented about 35 percent of all households in 1980. The distinction between renter and owner households is an important one where housing funding assistance programs and plans for the mix of residential land uses are concerned.

Issues

The subject of housing in Alturas presents both opportunities and issues. The generally low cost of housing makes the City more attractive not only to individuals searching for affordable places to live and work but also to businesses looking for profitable locations to operate. Low land costs, coupled with the wide range of available housing types and locations, enable more people to afford adequate housing.

While the overall condition of Alturas' housing stock is relatively good, weather and time continue to take their toll, particularly on houses in older residential areas. Because the demand for new units in the near future will not likely be strong, housing efforts in Alturas should be focused on conserving and rehabilitating the existing stock.

Future Housing Needs

According to state law, housing elements must identify housing needs in three categories: existing needs, needs of special groups within the community, and projected needs over the next five year period. Existing needs are addressed in terms of the adequacy with which the existing population is being housed in the existing stock. Special needs are those of groups such as the elderly or single parent families. Future needs are discussed according to projected needs over the next five years. These projected needs form the basis for the quantified housing objectives which are required by state law to be included in all housing elements. This section identifies projected needs and allocates them to various income groups to form quantified objectives.

Assuming Alturas retains 35 percent of the County's population, D.O.F. projections indicate that the city's population will grow to 3,500 residents by 1990, an increase of about 240 over the estimated 1985 population of 3,262. Assuming the average household size is 2.4 persons per household and accounting for a 5 percent vacancy rate, these new residents will require 105 new units through the end of the decade. This works out to an average of 21 units per year.

Housing element law requires that future housing needs be distributed among four income groups: very low, low, moderate, and above moderate. The categories are defined as follows:

Very Low	Below 50% of the county median income
Low	50% to 80% of the median
Moderate	81% to 120% of the median
Above Moderate	Over 120% of the median

By applying these standards to Alturas' population as identified in the 1980 census, the following distribution of household incomes is arrived at:

Very Low	24%
Low	21%
Moderate	23%
Above Moderate	32%

According to this distribution, Alturas' annual unit need by income category through 1990 is as follows:

Very low	5
Low	4
Moderate	5
Above moderate	7

The goals, policies, and implementation measures identified later in this section are designed to assure that these housing needs will be met.

Other issues and concerns are raised in several areas. First, there is a perceived problem with Farmers Home Administration (FmHA) assisted owner occupied housing. Some feel that the public assistance is directly and unfairly competing with the private real property rental and sales market. Second, while costs and rents are relatively low in the city, there has been a substantial increase in housing costs, both for purchase and rental. Third, there is a lack of apartments or other higher density, affordable housing within the area. Fourth, because the demand for new construction in the near future will likely be minimal, the City should concentrate its efforts on maintaining the existing housing stock in good condition.

GOAL: PROMOTE HOUSING OPPORTUNITIES FOR ALL PERSONS REGARDLESS OF RACE, RELIGION, SEX, MARITAL STATUS, ANCESTRY, NATIONAL ORIGIN, OR COLOR

Policy: The City of Alturas will support efforts to eliminate housing discrimination based on arbitrary factors, and will encourage housing opportunities for special need groups.

Implementation Measures

1. Support State and Federal law prohibiting discrimination in the sale or rental of housing; refer any cases of discrimination to the District Attorney.
2. Evaluate any housing programs entered into by the City to assure that they provide for assistance to needy to the extent possible.
3. Provide an assessment of social need to policy boards for consideration in determinations on projects (use permits, zone changes, other residential projects) particular to meeting needs of special groups.
4. Encourage design features in discretionary development proposals which allow adequacy and accessibility for the elderly or handicapped. According to Department of Housing and Community Development guidelines, all multi-family units must be adaptable to accessibility for disabled persons.
5. Keep abreast of special needs through timely Housing Element updates and regular communication with concerned agencies.
6. Review and encourage referral coordination capabilities of various agencies and social groups in identifying housing assistance needs (Department of Social Services, County Building Department, County Planning Department, Health Department, church groups, senior citizen groups).

GOAL: PROVISION OF ADEQUATE HOUSING FOR HOUSEHOLDS OF ALL INCOME LEVELS.

Policy: The City recognizes that the provision of adequate housing for residents is the responsibility of the public as well as the private sector.

Implementation Measures

1. Adhere to State guidelines in evaluating housing needs and developing housing programs.
2. The City shall continue to take a role in assisting housing attainment through the application of CDBG funds when needs are identified.
3. Develop criteria (such as those used by HUD) by which to judge the suitability of non-market rate housing sites. Such criteria might include proximity to commercial services, public facilities, transportation if necessary, development costs, proximity to employment, recreation, environmental hazards, and the availability of sites. To the

extent possible, encourage the dispersion of location of sites for low income housing with that of higher income groups in order to avoid "low income tract-type" development.

Policy: The City will utilize and support utilization of applicable federal and State housing assistance programs to aid disadvantaged households.

Implementation Measures

1. Through efforts of the City, GNC, and FmHA, utilization of assistance programs will continue.
2. The City will continue to explore funding assistance programs sponsored by other governmental agencies. Such programs should help fund not only housing units, but also public services and facilities.
3. Provide support for and assist coordination between existing agencies involved in housing assistance programs.

POLICY: The City will, through local controls, assist in the development and attainment of housing for all income levels.

IMPLEMENTATION MEASURES

1. The City Architectural and Site Review Commission will take the utmost care to consider the financial impacts of architectural modifications required for mobilehome placement according to the adopted criteria.
2. Although the City has no professional planning staff, those bodies involved in processing and approving planning applications should assist developers/sponsors in site identification, efficient application processing, and utilization or referral for utilization of state and federal housing programs.
3. The City will actively implement density bonus provisions in accordance with state law.
4. As required by state law, the City will establish provisions for the placement of secondary residential units in residentially-zoned areas
5. In accordance with state law, the City Clerk will provide information on the status of residential building permits.

GOAL: PROVISION OF ADEQUATE SITES FOR HOUSING OF ALL TYPES AND AFFORDABILITY.

Policy: The City supports the provision of an adequate number of available sites for a variety of housing types.

Implementation Measures

1. The City will evaluate site availability and zoning with each Housing Element update, or when present trends change. The social need for request for rezones to R-3 will be carefully evaluated.
2. Evaluate current zoning designations to insure the provision of a balanced community in order to maintain community desirability.

Policy: The City supports the utilization of state and federal programs aiding site acquisition and improvement.

Implementation Measures

1. Provide support for and assist coordination between existing agencies involved in housing programs.
2. Advise developers of site acquisition and improvement assistance programs.

GOAL: CONSERVATION AND REHABILITATION OF EXISTING HOUSING STOCK

Policy: The City will aid its residents in rehabilitation efforts to the extent possible through cooperation with other agencies and utilization of housing assistance programs sponsored by other agencies.

Implementation Measures

1. The City will continue to pursue the use of CDBG funds for rehabilitation of substandard homes
2. The City will continue to cooperate with FmHA in administering its housing rehabilitation program.
3. Periodically conduct windshield surveys of the decline or improvement of the City's housing stock.
4. Develop a referral system for identifying housing in need of rehabilitation. Identify an agency willing to package rehabilitation loans.
5. Coordinate public facility improvement programs with community development or rehabilitation programs. Public facility improvements can provide incentives to increased property maintenance.

MODOC COUNTY GENERAL PLAN BACKGROUND REPORT

D6

HOUSING

BACKGROUND

A key part of any general plan is the housing element. Housing is important because plans and facilities for housing are, along with employment opportunities, the most basic component of population growth. Housing shortages, high prices, inadequate housing types, and insufficient services and facilities all inhibit growth in a community. Any County which anticipates growth and change must consider in detail plans for increased housing availability.

In 1980 an estimated 8,610 persons lived in the County's 3,738 housing units, representing 3,198 households. The 1985 estimates recently published by the State Department of Finance (DOF) estimate that those numbers have increased somewhat. Household size has decreased county-wide from 3.11 persons per household in 1960 to 2.62 in 1980, reflecting the birth-rate decline and high proportion of one and two-person households. The 1985 estimates by the State DOF indicate a further decline to 2.53. From 1970 to 1980 one person households increased from 18% to 21%, with more than a proportional increase in elderly households. In 1980 over half of all households were composed of one or two persons, with large households (five or more persons) accounting for only 10% of total households, compared with 18% in 1970.

Renter households represented about 29% of all households in 1980. The City of Alturas experiences the greatest renter turnover due to its position as the major employment center. The distinction between renter or owner households takes on increased significance in relation to housing funding assistance programs.

The subject of housing in Modoc County presents both opportunities and issues. The generally low cost of housing makes the County more attractive to both industry and individuals searching for affordable places to live and work. Low land costs, coupled with the wide range of available housing types and locations, enables more people to afford adequate housing.

Most of the information describing existing housing conditions and projected needs is in the Modoc County General Plan Background Report. The information most critical to establishing quantified objectives, however, is found in Tables 1, 2, and 3 on the following page.

ISSUES

Issues or concerns are raised in several areas. First, in the Alturas area, there is a perceived problem with Farmers Home assisted owner occupied housing. Some feel that the public assistance is directly and unfairly competing with the private real property rental and sales market. Second, while costs and rents are relatively low in the County, nevertheless there has been a substantial increase in housing costs, both for purchase and rental. Third, there is a lack of apartments or other higher density, affordable housing in the City of Alturas and outlying communities. Fourth, the community character of the County is affected by the type and density of housing, including use of second dwelling units on one parcel. The County is currently evaluating second units which affect character, services and special

needs. The proliferation of trailers and unpermitted units can be an enforcement and health problem, particularly when placed on parcels with other dwellings.

TABLE 1

ESTIMATED HOUSEHOLDS BY INCOME GROUP

<u>Income Group</u>	<u>Uninc. Co.</u> <u>Households</u>		<u>County Total</u> <u>Households</u>	
	<u>1983</u>	<u>1989</u>	<u>1983</u>	<u>1989</u>
Very Low	586	673	869	990
Other Lower	361	414	604	686
Moderate	518	596	815	929
Above Moderate	<u>789</u>	<u>906</u>	<u>1,316</u>	<u>1,495</u>
Totals	2,254	2,589	3,604	4,100

TABLE 2

BASIC CONSTRUCTION NEEDS
1/83 - 1/89

Alturas	219	(36.5/year)
Unincorporated County	510	(85.0/year)
Total County	729	(121.5/year)

TABLE 3

BUILDING PERMITS ISSUED
1/80 - 12/83

	<u>1980</u>	<u>1981</u>	<u>1982</u>	<u>1983</u>	<u>Average/</u> <u>Year</u>
Alturas	18	16	39	27	25
Unincorporated County	135	102	83	67	97
Total County	153	118	122	94	122

Sources: Tables 1 and 2, HCD, "County Housing Needs Plan"

Income ranges for 4-person household, Health & Safety Code Sections 50079.5, 50093, 50105

Table 3, Survey of Modoc County Building Permits for new dwellings does not include mobilehomes in mobilehome parks or construction on Federal lands. County Building Official estimates 76% of units permitted are actually constructed.

GOALS:

1. TO ASSURE THE ACCESSIBILITY OF QUALITY HOUSING TO ALL COUNTY RESIDENTS REGARDLESS OF RACE, RELIGION, ORIGIN, SEX, INCOME, OR OTHER ARBITRARY FACTORS.

2. TO PRESERVE THE COUNTY'S HOUSING STOCK AND COMMUNITY CHARACTER THROUGH CONSERVATION AND REHABILITATION.
3. TO PROVIDE ADEQUATE SITES SUITABLE FOR RESIDENTIAL DEVELOPMENT OF ALL TYPES, IN CONJUNCTION WITH SOUND ENVIRONMENTAL PLANNING.
4. TO ADEQUATELY PROVIDE FOR THE HOUSING NEEDS OF ALL ECONOMIC SEGMENTS OF THE COUNTY'S POPULATION.

POLICIES

1. Support efforts to eliminate discrimination in housing based on arbitrary personal, household, or economic factors.
2. Encourage housing opportunities for special needs groups.
3. Explore means of analyzing and monitoring housing and general community conditions in order to identify housing in need of rehabilitation and to encourage preservation of community desirability.
4. Promote housing conservation and rehabilitation through local programs.
5. Promote conservation and rehabilitation efforts through funding-assistance programs sponsored by other levels of government.
6. Develop criteria, goals, and policies to guide the location of residential development of all types.
7. Facilitate through local controls the designation or acquisition of suitable sites for affordable housing for all economic groups.
8. Support continued utilization of State and Federally sponsored site acquisition and development programs.
9. Recognize that the provision of adequate housing is a responsibility of the County as well as other levels of government and the private sector.
10. Work with existing housing assistance agencies including the Great Northern Corporation, Farmers Home Administration, Area 4 Intertribal Council, and the Modoc-Lassen Indian Housing Authority, to expand housing opportunities for all economic segments of the population.
11. Cooperate with housing agencies to expand utilization of low and moderate income housing assistance programs sponsored by other governmental agencies; including:
 - a. FmHA Self-Help Technical Assistance Housing Grants (Section 523)

- b. Home Management Training and Counseling
 - c. FmHA "502" Home Ownership Loans
 - d. FmHA Section 515
 - e. FmHA Rental Assistance Program
 - f. HUD-Low Income Rental Assistance and Rent Supplements, Section 8
 - g. HUD-Rental and Cooperative Housing Assistance for Low-Income
 - h. Migrant Services Program
12. Encourage provision of a variety of housing types for all economic segments in development by the private sector.
 13. The densities under the General Plan generally allow one dwelling per parcel. Second dwellings and higher density housing may be allowed under specified circumstances, when the goals and objectives of the General Plan are met, basic facilities and services can be provided, and community character is protected.

OBJECTIVES

The quantified housing goals and objectives and the projected attainment of same are found in Tables 4 and 5. These quantified objectives are a part of the overall housing action program.

ACTION PROGRAM

1. Support State and Federal law prohibiting discrimination in the sale or rental of housing; refer any cases to the District Attorney should they be uncovered.
2. To the extent possible, the Planning Department will encourage equal opportunity (non-exclusionary housing) when reviewing development proposals.
3. Assist access to housing for households of all incomes through the housing program and support of funding assistance programs sponsored by other governmental levels.
4. Encourage site designs for county approved projects which promote desirability for special need groups such as the elderly. One method of addressing special needs may be through second dwelling units, or temporary second units.
5. Review and encourage referral coordination capabilities of various agencies and social groups in identifying housing assistance needs (Department of Social Services, Building Department, Planning Department, Health Department, church groups, senior citizen

6. Provide an assessment of social need to policy boards for consideration in determinations on projects (use permits, zone changes, other residential projects) particular to meeting needs of special groups.
7. Periodically conduct windshield surveys of the decline or improvement of a community's housing stock.
8. Develop means and criteria of assessing housing condition in decentralized rural areas. It appears at this time that the rehabilitation loans are disproportionately concentrated in Alturas, an effort to determine need in other areas in conjunction with available funding should thus be undertaken. Coordination between several agencies could be instrumental in accomplishing ongoing surveys countywide.
9. Develop a referral system of identifying housing in need of rehabilitation. Identify an agency willing to package rehabilitation loans.
10. Coordinate public facility improvement programs with community development or rehabilitation programs. Public facility improvements can provide incentives to increased property maintenance.
11. Evaluate current zoning designations to insure the provision of balanced communities in order to maintain community desirability.
12. Provide support for and assist coordination between existing agencies involved in housing assistance programs.
13. Coordinate countywide residential development with the adopted land use element and other general plan elements. Reassess county land use goals in providing for the protection of resources, particularly agricultural lands. Establish criteria by which policymakers, developers, and staff may judge subdivision of previously undeveloped land, including presence of infrastructure (roads, utilities), services (fire, police, schools), and the structure of servicing districts and economic development.
14. Evaluate zoning designations to assure conformance with land use policies for protection of resources, and designating adequate land suitable for residential development.
15. Undertake a broad assessment of sites available for special housing types when needs are identified.
16. Develop criteria (such as those used by HUD) by which to judge the suitability of non-market rate housing sites. Such criteria might include proximity to commercial services, public facilities, transportation if necessary, development costs, proximity to employment, recreation, environmental hazards; and identify available site. To the extent possible, encourage the dispersion

of location of sites for low income housing with that of higher income groups in order to avoid "low income tract-type" development.

17. Evaluate Land-Banking Programs--acquisition of land by public or non-profit agencies prior to development in order to preserve sites until housing assistance financing is secured or in order to control the timing and nature of development.
18. Make full utilization of rezoning and Modoc County Zoning Ordinance 238 provisions in the RH zone which allows lot size variances in unsewered areas in residential zones upon approval of the Planning Commission (based on Health Department recommendation) in certain instances, in order to lower housing costs.
19. Advise developers of low and moderate income housing funding assistance programs.
20. Revise zoning designations to address second dwelling units and housing in conjunction with agricultural needs, in conjunction with action #14. Actively enforce permit requirements in order to protect community character, health and safety.

TABLE 4

HOUSING PROGRAM ABILITY TO MEET YEARLY HOUSING NEED OF MODERATE, LOW,
AND LOWER INCOME HOUSEHOLDS: 1983-1989 UNINCORPORATED COUNTY

	<u>GOAL</u>		
	Affordable Housing	Construction	Rehabilitation
Housing Needs:			
Low & Lower Income HHs	9472	35 ³	218 ⁴
Mod. Income HHs	5182	19 ³	119 ⁴
Total Low, Lower, Mod.	1,465	54	337
HHs Needing Assistance:			
Low & Lower Income HHs	1955	10 ⁶	677
Mod. Income HHs	1605	6 ⁶	377
Total Low, Lower, Mod.	355	16	104
HHs Needing Assistance:			
Low & Lower Income HHs	20%	28%	30%
Mod. Income HHs	30%	31%	31%
Total Low, Lower, Mod.	24%	30%	30%
Estimated Number of HHs to Receive Assistance:@@			
Low & Lower Income HHs	8	6	4
Moderate Income HHs	8	6	2
Total Low, Lower, Mod.	16	12	6
% HHs Needing Assistance to Receive Assistance:			
Low & Lower Income HHs	4%	60%	5%
Mod. Income HHs	5%	100%	5%
Total Low, Lower, Mod.	5%	75%	5% ⁹

Notes:

²HCD Housing Needs Plan Figures, 1984.³HCD Estimates New Construction Need 1983-89 - average 85/year

HCD Estimates 42% HHs - Low & lower income (42 x 85 = 35)

HCD Estimates 23% HHs - Mod. income (23 x 85 = 19)

⁴Unincorp. County share (65) of 800 rehabs need (1982 Calif. Housing Plan)
= 520. Assume 23% Mod. income occupied = 119 (See Note 3 for explanation %)⁵195 = Unincorporated County share (65%) of 300 low income HHs paying too

much - 1982 California Housing Plan. Plan projects 3380 HHs Total, Modoc County - 1982. 300 Low income HHs = 31% of 947 low income HHs. Applying 31% to Mod. income HHs, $31\% \times 518 = 160$ Mod. income HHs paying too much.

⁶From Note (5), 31% HHs are paying too much. $31\% \times 35 = 10$ Low income HHs needing assistance. $31\% \times 19 = 6$ Mod. income HHs.

⁷ $31\% \times 218 = 67$ low income HHs needing assistance; $31\% \times 119 = 37$ Mod. Income HHs needing assistance.

⁸See Table 5- Assume $1/2$ FmHA loans to low/lower and $1/4$ to Mod. Income HHs.

⁹If weatherizations for low income HHs which partly constitute rehabilitation activities are added, then rehab figures are much higher.

TABLE 5

MODOC COUNTY - GENERAL PLAN
PROJECTED YEARLY HOUSING ASSISTANCE/GOAL ATTAINMENT

Goal	Program (Tenure)	Outcome of Projected Utilization to 1985 (See Note 2)	Updated Yearly Projected Utilization	Responsible Agency
New Construction Affordable	FmHA 502 Self-Help (Owner)	8 completed - Newell 8 completed - Alturas No more to be done.	No more to be undertaken Inadequate response to program.	Great Northern Corp. (GNC)
New Construction	FmHA 502 (Owner)	FY's 82, 83 (Average/Yr) 10/year-unincorporated county 31/year - Alturas	Project 10/year as funds permit; For 1984-85; 2 in progress - Newell 6 in progress - Alturas 7 planned - Cedarville	Farmers Home Admin. (FmHA)
New Construction Affordable	FmHA 515 (Renter)	48 units (Alturas Meadows) constructed in Alturas	Developer may construct more when market analysis shows need - Alturas	William Brown Developer
New Construction Affordable	California Housing Finance Agency - Lower Interest Loans		2 loans qualified at this time	CHFA/GNC
New Construction or Substantial Rehabilitation Affordable	CDBG or HUD Section 202		Senior Citizen Congregate Housing - 8 units Alturas vicinity.	In Planning Stages TEACH/GNC/COUNTY
Affordable	FmHA 502 (Owner) Convert Loans on Existing Homes	GY's 82, 83 (Avg/Yr): 1/yr-unincorporated County 2.5/yr - Alturas	Project: 2/yr-Unincorporated County 2/yr - Alturas	FmHA
Affordable	HUD-8 Existing (Renter)	No more obtained	More requested - HUD response unknown	HUD/GNC
Rehabilitation Affordable	FmHA 504 (Owner)	FY's 82, 83 (Average/Yr) 1/yr - Alturas	Funds for approx. 10/yr. FmHA has not conducted outreach.	FmHA
Rehabilitation Affordable (Public Facilities)	CDBG's	Alturas Application - Water & Sewer Denied 1980-82	1982 County Application - Water & Sewer Systems - Denied. 1984 County Application-Sewer & Housing Rehab-10 units-Newell.	Modoc County/GNC/TEACH.
Weatherization Affordable	Dept. Economic Opportunity - Weatherization Assist.	July 1981 - December 1983 167 projects completed. Brings County total to 377	84/year projected as program continues.	Modoc County TEACH Dept. E.O.

Notes:

1. Updated chart shows projected yearly assistance. Assume these figures will apply to years 1983-89.
2. Refer to Column 4 on "Estimated Housing Assistance/Goal Attainment" chart in Housing Element, 1982. This column reflects actual outcome of planned units as shown in 1982 H.E.

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A key part of any General Plan is the housing element. Housing is important because plans and facilities for housing are, along with employment opportunities, the most basic component of population growth. Housing shortages, high prices, inadequate housing types and insufficient services and facilities all inhibit growth in a community. Any county which anticipates growth and change must consider in detail plans for increased housing availability. A Summary of Modoc County Housing Characteristics is found in Table VII-1.

The bulk of the housing information contained here was prepared by Modoc County as a part of the 1982 and 1984 housing elements. The format has been modified and data, where available, updated.

HOUSEHOLD CHARACTERISTICS

In 1980 an estimated 8,366 persons lived in the County's 3,738 housing units, representing 3,198 households. The 1985 estimates recently published by the State Department of Finance (DOF) estimate that those numbers have increased somewhat, as indicated in Table VII-2. Household size has decreased county-wide from 3.11 persons per household in 1960 to 2.62 in 1980, reflecting the birth-rate decline and high proportion of one and two-person households. The 1985 estimates by the State DOF indicate a further decline to 2.53. From 1970 to 1980 one person households increased from 18% to 21%, with more than a proportional increase in elderly households. In 1980 over half of all households were composed of one or two persons, with large households (five or more persons) accounting for only 10% of total household, compared with 18% in 1970.

Renter households represented about 29% of all households in 1980. The City of Alturas experiences the greatest renter turnover due to its position as the major employment center. The distinction between renter or owner households takes on increased significance in relation to housing funding assistance programs.

HOUSING CHARACTERISTICS

Tenure

The distinction between renter and owner occupied housing is important. In 1980, Modoc County was characteristic of other rural counties, possessing a high homeownership rate (71%), contrasted with the rate of 56% statewide (1980 census). The characteristics of rental housing vary from those occupied by owners: rental housing is usually comprised of a large proportion of older housing reaching renters through a filtration process. Renter occupied housing has a higher occupancy turnover rate than owner housing. The majority of multiple-family unit dwellings are occupied by renters. Only 13% of all renter households were in multiple-family units in 1970. The cost of rental housing has doubled in the last ten years, while owner housing costs have tripled; however, renter households generally have lower incomes. Table VII-3 summarizes housing characteristics by tenure.

TABLE VII-1
 MODOC COUNTY GENERAL PLAN
 SUMMARY HOUSING CHARACTERISTICS
 (1980 U.S. Census)

	<u>No. #</u>	<u>%</u>
TOTAL HOUSING UNITS:	3,562	100.0
Conventional	3,086	86.6
Mobilehomes	476	13.4
HOUSEHOLD COMPOSITION:		
One Person	681	21.3
Two or More Persons:		
Married Couple	2,125	66.4
Male, No Wife	100	3.1
Female, No Husband	207	6.5
Non-Family	85	2.7
OCCUPANCY:		
Owner Occupied	2,268	70.9
Renter Occupied	930	29.1
VACANCY:		
Vacant, For Sale	34	9.3
Vacant, For Rent	47	12.9
Vacant, Other	283	77.7
VACANCY RATE	10.2%	
MEAN HOUSEHOLD SIZE	2.62	
MEAN HOUSING UNIT VALUE	\$ 40,100	
MEAN CONTRACT RENT	\$ 137	

TABLE VII-2
 MODOC COUNTY GENERAL PLAN
 HOUSEHOLD CHARACTERISTICS

	<u>1960</u>	<u>1970</u>	<u>1980</u>	<u>1985</u>
<u>MODOC COUNTY</u>				
Population	8,308	7,469	8,610	9,503
Population in HH's	8,245	7,346	8,366	9,340
No. HH's	2,647	2,524	3,198	3,692
Family Size	3.11	2.91	2.62	2.53
<u>UNINCORPORATED COUNTY ONLY</u>				
Population	5,468	4,670	5,585	6,241
Population in HH's	5,489	4,607	5,231	6,116
No. HH's	1,670	1,543	1,980	2,347
Family Size	3.27	2.98	2.64	2.60

Source: U.S. Census - 1960, 1970, 1980
 Modoc County Planning Department - 1985 (DOF, Trends)

Note: "Population in HH's" excludes those in "group quarters" as defined by the Census Bureaus.

TABLE VII-3
 MODOC COUNTY GENERAL PLAN
 HOUSING UNITS IN STRUCTURE
 BY TENURE
 (Includes City of Alturas)

	<u>Total Units</u>	<u>Single Family Units</u>	<u>Multi Family Units</u>
1970:			
Total Occupied	2,545	2,398	147
Owner (%)	1,714	1,672	42
Renter (%)	147	42	105
1980:			
Total Occupies	3,198	2,858	302
Owner (%)	2,858	—	—
Renter (%)	902	—	—

Source: 1970 Census, 1980 Census Projections for Total - Unit breakdown by Planning Department based on 15% vacancy - single family dwelling - 10% rentals.

Percentage of Renter Occupied of Multiple family units probably higher for 1980.

Housing Types and Supply

Housing types and supply characteristics are summarized on Table VII-4. In 1980, there were 3,738 housing units in Modoc County. Two-thirds of the housing units are located in the unincorporated County. Housing supply has increased 29% over the last decade county-wide with a slightly larger percent of new construction located in the unincorporated area than within the City of Alturas. In this time period, while households increased by 665, approximately 1,100 new building permits were issued in the County, thus increasing the vacancy rate (see Table VII-5). Seasonal housing and replacement of previously occupied older structures may account for part of this construction since about 250 removals occurred, mostly in the Newell area.

Single-family units make up 85% of the current housing stock. The majority of both renter and owner occupied units contain two bedrooms. Construction of conventionally built single family dwellings are overwhelmingly built by general contractors (on an individual basis), unlike the prevalence of merchant-built tracts in urban areas.

Mobilehomes accounted for only 5% of all single-family housing in the unincorporated County in 1970, but now represent about 23%. Between 1970 and 1980, 56% of the permits issued for new residential construction in the unincorporated County were for mobilehomes and the trend is expected to increase. Conversely, only 7% of the new housing starts in the City of Alturas were for mobilehomes. Most of the new housing starts were FmHA subsidized units. Statewide, mobilehomes accounted for only 20% of permits over the same period. (Modoc County Building Department, and Statewide California Housing Plan, Update, 1979.) The implementation of SB 1960, regulating mobilehome use, is certain to affect the future incidence of mobilehomes in the City, which now require review by an architectural review committee. In Alturas, in addition to approximately 36 long term rental mobilehome park spaces located in two parks, there exists a 46 space owner-occupied mobilehome park subdivision. In the unincorporated County, those unable or not interested in buying a parcel of land can rent space in a mobilehome park. Each area in the County has at least one mobilehome park. Of approximately 237 spaces county-wide, 110 are located in the Alturas vicinity (Modoc County Building Department Report 1-1-81). However, only about two thirds of these are allotted for permanent residents, with a low vacancy rate. (Conversations with several park owners seemed to indicate the number of spaces adequate for the demand.)

The unincorporated portion of the County gained an estimated 53 multiple family units from 1970 to 1980, bringing the total to 152. Multiple-family dwellings, especially apartments, are often associated with renter occupancy; in 1970, 71% of such units were renter-occupied and that percentage is about 82% currently (estimated by Modoc County Planning Department). The low number of multiple units in 1970 meant that 87% of all renter households were housed in single family dwellings - due to higher per unit costs necessary for single versus multiple unit dwellings, asking rents were generally higher for the former. The situation should be greatly improved with the completion of a 48-unit apartment complex (Alturas Meadows) in Alturas. The presence of three apartment complexes in Alturas (Alturas Meadows, Alturas Gardens and Modoc West) provides a large number of rental units for low or middle income families.

TABLE VII-4

MODOC COUNTY GENERAL PLAN

HOUSING UNITS
By Type - By Area

<u>TYPE/YEAR</u>	<u>CENSUS DIVISIONS</u>						
	<u>MODOC COUNTY</u>	<u>UNINC. COUNTY</u>	<u>ALTURAS CITY</u>	<u>ALTURAS DIV.</u>	<u>ADIN- LOCKOUT</u>	<u>SURPRISE VALLEY</u>	<u>NEWELL</u>
TOTAL # UNITS							
1970 (Census)	2,892	1,859	1,033		876	528	455
1980 (Census)	3,738	2,431	1,302	751	623	724	338
Single-Family Only (Excludes Mobilehomes)							
1970 (Census)	2,573	1,668	905		782	484	401
1980 (Census)	2,766	1,904	1,033		943	565	240
Mobilehomes Only							
1970 (Census)	121	92	29		57	22	12
1980 (Census-Prel.)	637	583	54	245*	181*	107*	50*
Multiple Family							
1970 (Census)	198	99	99		35	33	42
1980 (Census-Prel.)	335	152	183				
Mobilehome Park Spaces (Rental)							
1980 (Bldg. Dept.)	237	181	56	110	31	30	30

* Based on percentages and Building Permit Survey (Modoc County Planning Dept.)

TABLE VII-5
 MODOC COUNTY GENERAL PLAN
 NEW CONSTRUCTION IN MODOC COUNTY
 1970 - 1980
 PERMITS ISSUED

<u>YEAR</u>	<u>TOTAL SF DWELLINGS</u>	<u>MOBILEHOMES ONLY</u>	<u>CONVENTIONAL SF DWELLINGS</u>	<u>DEMOLITIONS</u>
1970	57	5	52	2
1971	86	43	43	1
1972	82	43	39	0
1973	79	37	42	0
1974	86	64	22	2
1975	79	45	34	0
1976	106	59	47	0
1977	149	62	87	1
1978	223	99	124	0
1979	136	100	36	0
1980	175	113	62	0
1981	118	71	47	N/A
1982	122	52	70	N/A
1983	94	36	58	N/A
1984	<u>89</u>	<u>59</u>	<u>30</u>	<u>N/A</u>
TOTAL	<u>1,681</u>	<u>888</u>	<u>766</u>	<u>N/A</u>

Based on Building Permit issuance.

Number of "permitted" demolitions is probably far below actual number demolished.

Includes mobilehomes in mobilehome parks.

40-50% are manufactured in earlier year than permit issuance.

The trend of apartment conversions to condominiums prevalent in many urban areas is non-existent in Modoc County, although inquiries are made from time to time.

The largest percentage of growth from 1970 to 1980 occurred in the Alturas vicinity and to the southwest with the very gradual settlement of major subdivision lots (there are about 18,000 such lots). As noted, mobilehomes and other prefabricated housing accounted for a majority of these new dwellings. The only area in the County to undergo a net loss of housing units was the Newell area, with an approximately 25% removal rate.

The U.S. Farmers Home Administration (FmHA) has been increasingly active in the County since the early 1970's in the construction of rent and mortgage subsidized housing, especially in the City of Alturas. Due to FmHA requirements (lot size, availability of public services), it has been noted that the increase of FmHA housing in the City has affected competition in the housing market unmatched by existing homes. This has resulted in increasing vacancy rates in the City and a glut of non-subsidized homes on the market for sale. The County Planning Department estimated that FmHA loans were utilized in the construction of 148 owner-occupied units in Alturas from 1975-83, or 63% of the total units constructed, and for 49 units in the unincorporated County, or 5%. The issue of FmHA subsidized units is raised as an issue in the City of Alturas' General Plan. Adding in the number of subsidized rental units constructed in Alturas (1970-1983), the total percent increases to 68%.

Housing Trends - Owner Occupied Housing

There is a marked increase in mobilehomes as an alternative to high cost conventional housing in Modoc County. Mobilehomes jumped from 4% of the County's housing supply in 1970 to about 18% in 1980, with building permits issued for twice as many mobilehomes as conventional dwellings in 1979 and 1980. More stringent manufacturing standards have reduced fire and safety risks substantially, as well as increasing construction durability.

The passage of Senate Bill 1960 underscores the State's promotion of alternatives to conventional housing in order that the State's population be housed in affordable housing. While mobilehomes have always been treated the same as single-family dwellings in the unincorporated County, constraints to placement within the City of Alturas will be substantially lifted with the implementation of this legislation. (In 1980 mobilehomes represented only 4% of Alturas' housing stock.) Amendment of laws pertaining to mobilehome taxation requires that all new mobilehomes purchased after July 1, 1980 be subject to property taxes. This revision, in conjunction with increased aesthetic appeal, makes mobilehomes more acceptable to local governments. Mobilehomes have always been allowed in the unincorporated County without further review. Modoc County does have a "No-Mobilehome" overlay zone in the Zoning Ordinance. It has not been applied to any area.

While in the past mobilehomes have generally depreciated in value over time, their increased durability, aesthetics, public acceptability and their place as a competitive housing alternative has effectively negated this characteristic. The newer mobilehomes on a permanent foundation are now appreciating at about the same rate as conventional housing (Source: Modoc County Assessor).

Modular housing is another prefabricated housing option besides mobilehomes. Constructed according to the standards of the Uniform Building Code, these homes are constructed off-site at reduced prices. There are also several manufacturers of standardized kit-form houses in the region. Most allow packaging options and the owner to undertake varying degrees of construction as owner-builder in order to reduce labor costs.

Age and Condition of Housing

Modoc County typifies many rural counties in California, in that a large percentage of its housing was built prior to 1940 (see Table VII-6). County-wide, about 35% is pre-1940, with 55% pre-1950. About one-half of all farmhouses were built prior to 1940. About 28% of the housing in the County is less than ten years old; over half of those are mobilehomes.

The phenomenon of filtration of the older housing stock to low income or renter households is less severe in Modoc County since homeowner rates are high (71%) and mobility is low. The occurrence of renter households in pre-1940 housing was only slightly higher than the proportion of renter-to-owner households in general. However, less than 4% of the renters lived in housing less than ten years old (1970 Census).

With regard to household size, about two-thirds of all one-person households lived in pre-1940 housing, heavily represented by elderly persons. Forty percent of all large family households resided in the County's older housing. If these elderly and large households have maintained their place of residence for a number of years, they are apt to have low housing costs. However, these groups are more likely to incur the additional expense of necessary repairs or improvements.

The cycle of aging of a housing stock is strongly correlated with housing condition. The decreased number of housing units built in the 1950's and 1960's because of declining population during that period has resulted in a deficit of "young and middle-aged" housing. Although the number of unoccupied houses in the County is high (estimated at 540 units or 14% by the Census, 1980), the majority are not for sale or rent. Many others are in a deteriorated condition or lack plumbing facilities, thus making them substantially unmarketable.

It is estimated that approximately 1,190 units of the County's housing supply are substandard. Seven hundred of those units, or 18.7% of the total housing units in the County, are in need of rehabilitation. Four hundred and ninety units, or 13.1%, should be replaced. These figures are based on 1970 census data and appear in the State Housing Plan Update, 1979. Since the total number of vacant units in Modoc County is higher than the level needed for normal functioning of the housing market, not all these units need to be replaced in order to provide an adequate supply of standard housing. The number not needing replacement is about 90, so the minimum replacement need is 400.

Units suitable for rehabilitation are characterized as deteriorating but having all plumbing facilities, or as sound units lacking complete plumbing facilities. Those targeted for replacement are classified as deteriorating but without all plumbing facilities or those units which would require rehabilitation costing more than half their assessed value. Normal housing

TABLE VII-6
 MODOC COUNTY GENERAL PLAN
 CYCLE OF AGING
 HOUSING IN MODOC COUNTY

<u>Age of House</u>	<u>1970</u>	<u>(%)</u>	<u>1970</u> <u>(%) Vacant</u>	<u>1980</u> <u>(Proj)</u>	<u>(%)</u>	<u>1985</u> <u>(Proj)</u>	<u>(%)</u>
10 years	272	(9%)	(5%)	1,100	(28%)	454 ^{***}	(13%)
10-20 years	378	(13%)	(11%)	272	(7%)	1,100	(27%)
20-30 years	742	(26%)	(17%)	378	(10%)	272	(6%)
30-40 years	1,435 ^{****}	(50%)	(9%)	742	(20%)	378	(9%)
40 years				1,246 [*]	(35%)	1,889 [*]	(44%)

* Assumes - 130 demolitions and adjustment from 1970 census due to data inconsistencies.

** Assumes - 130 demolitions.

*** Estimate of needed housing for new HH's for population total 1985 of 9,200.

**** Includes units over 40 years.

market removal activity is placed at 0.7% of the housing stock, or 27 units per year. This figure equals the average number of units which were replaced 1970 - 1980. Statistics for 1980 indicate that 1.9% of the year round units lacked complete kitchen and plumbing facilities. Although the 1970 census showed that 96% of all vacant units were considered inadequate, lacking one or more plumbing facilities, figures for 1980 disclosed that only 6.5% of the vacant year round units lacked facilities.

Forty percent of all renter-occupied housing was substandard in 1980. Unfortunately, funding assistance programs are less common for rehabilitation of renter-occupied housing.

Mobility

The mobility of a household involves the frequency and type of moves made in connection with life changes. Mobility is important, in that a region should have available an adequate supply of housing of all types to accommodate these moves. Frequency of moves also tends to increase housing costs. Rural mobility is generally more limited than that in urban areas; and mobility of farm families is often further limited by their desire to maintain proximity to the farm. Thus, farm families usually locate on the farm or in small towns nearer to services. As of 1970, one-fourth of all rural farm households have resided in the same house over 20 years and half over ten years. In the unincorporated County, 50% of elderly households lived in the same house over 20 years and 73% over ten years.

Due to the limited economic opportunities throughout the County, families in Modoc County are less likely to move between geographic areas for job reasons. Generally, moves between Alturas and another county area are less frequent than moves within the Alturas sphere or immigration to Alturas by county newcomers. There is a much larger transient population in the Alturas area than the rest of the County. Retired persons moving into the County are less likely to make frequent moves than younger age segments. Some retired farm residents may move to Alturas in order to be nearer to services. The County Zoning Ordinance provides for farm families to subdivide their residence from the farm in order to retain the house while selling the farm, under the provisions of the AE or AG Zone.

Increased mobility of a population tends to escalate housing costs as houses are bought and sold. A household also generally increases their housing costs with each move, since they are paying current market rates (eg. price of house, current interest rates, reassessed tax rates, increased insurance rates). Currently, the cost of acquiring a new residence, including moving costs, loan and escrow fees and interest rates or deposits necessary for rental of housing, have necessitated a tendency for households to make improvements to presently occupied housing if possible.

The lack of available, suitable housing in terms of size, location, type and condition is also a constraining factor on mobility in all County areas. The 1970 census revealed that all homes classified as "rural-farm" were occupied, and only 15 homes classified as rural-non-farm were vacant and for sale.

Vacancy

The term "vacancy rate" is used as a measure of available housing to accommodate population growth and migration. There are constraints to its use as an accurate indicator, because housing for sale or rent may be occupied and some units which are vacant are second homes or not for sale or rent. Finally, vacancy rate tells nothing about type, location, size, condition, or price of such housing. While the County vacancy rate was 14.5% in 1980, only 365 of the 540 vacant units were vacant year round housing units. The Department of Housing and Community Development estimates that a vacancy rate of 2% is the minimum desirable for housing for sale, and 6% for rental housing. While the rental unit vacancy rate was 4.8% according to the 1980 census (47 units vacant), the for sale vacancy rate was only 1.4%, or 34 units vacant. Comments from a Newell-area realtor indicate that lack of available, suitable housing is a very real detriment to retaining persons of professional occupations. Another 283 units were vacant, classified as other (seasonal or not for sale).

Overcrowding

Overcrowding is defined by the Department of Housing and Community Development as households with more than one person per room. Overcrowding was experienced by 4.2% of Modoc County households, far below the state-wide percentage of 7.3% of households in 1980 (see Table VII-7). Although 1980 figures are not broken out accordingly, the 1970 census revealed a marked disparity between rural non-farm household (10% overcrowded), compared with 4% for rural farm households. Only a negligible proportion of households were characterized as "very overcrowded" (1.5 or more persons per room) in either census.

Renter households are generally more overcrowded than the owner households; this distinction held true for the County in that 8% of all renter households were overcrowded, compared with 2.5% of owner households.

Cost of Housing

The cost of new housing and existing housing for sale or rent has experienced a sharp increase in Modoc County in the last decade (see Table VII-8). Median income has risen approximately 89% (1970-1980) county-wide. Housing prices have increased by 300% and rents have increased by 150%. However, about half of the rental units (apartments) are rent subsidized, mostly within Alturas. Land and labor costs accounting for about 30% of housing construction costs. The costs of money (the interest rate) represents 45-50% of the long term costs of homeownership. It is financially advantageous for homeowners to improve present residences, rather than seeking new housing in order to retain lower than market-rate financing costs. The increase of FmHA housing has somewhat affected this disadvantage.

Aside from increased housing costs due to higher materials, labor and capital, all households have incurred higher costs due to insurance rate increases, higher utility bills and maintenance costs.

TABLE VII-7
MODOC COUNTY GENERAL PLAN

OVERCROWDING

Number Occupied Units by Number Persons Per Room
1980 Census

<u>Persons Per Room</u>	<u>Total</u> <u>Households</u>	<u>%</u>	<u>Renter</u> <u>Households</u>	<u>%</u>
1.00 or less	3,064	95.8	854	91.8
1.01 - 1.50 (overcrowded)	88	2.8	50	5.4
1.51 or more (very overcrowded)	<u>46</u>	<u>1.4</u>	<u>26</u>	<u>2.8</u>
	<u>3,198</u>	<u>100.0</u>	<u>930</u>	<u>100.0</u>

TABLE VII-8

MODOC COUNTY GENERAL PLAN
CHANGE IN VALUE OF HOUSING
COMPARED WITH INCOMES

	MODOC COUNTY			CALIFORNIA
	<u>1970 ¹</u>	<u>1980 ¹</u>	<u>1970-80 % Increase</u>	<u>1970-80 ² % Increase</u>
Median House Value	\$ 13,000	\$ 40,000	225%	285%
Median Rent	92	137	48%	138%
Median Family Income ³	8,473	16,000	89%	119% ⁴

1 - 1970, 1980 Census

2 - California Data: California Department of Housing and
Community Development Estimates

3 - Income Data: 1970 - U.S. Census
1980 - HUD Estimate

4 - Median Household Income

Rents

Rents for existing units more than doubled over the past ten years. Rent increases were attributed to the same types of factors driving up owner occupied housing costs, reflecting costs of utilities, maintenance, taxes, insurance, vacancy allowance, mortgage payments and profit. About half the County's rental units consist of single-family dwellings owned and managed by a private individual.

There are essentially no large scale apartment complexes in the unincorporated County. The lack of multiple units or apartments as rental housing (only 13% of all renter households occupied multiple-family units) contributes to unaffordability of rents since higher rents are necessarily demanded for single-family rental units. Rents are widely variable, depending on the age and condition of location and type of unit. One bedroom rentals range between \$140-\$200, two bedroom \$225-\$275 and three bedroom dwellings are generally \$275-\$350. Within Alturas there are three apartment complexes rent subsidized: Modoc West (12 units), Alturas Gardens (64 units) and Alturas Meadows (48 units).

In the discussion of mobilehome rentals, there are several components. Mobilehome rentals on individual lots are fairly uncommon. A low percentage of mobilehome rentals are located in mobilehome parks. Rental fees for mobilehome pads also contribute to housing costs for mobilehome owners. Rates throughout the County are in the same general range, varying from \$50.00 per month for a single-wide to \$85.00 for a double-wide mobilehome.

HOUSING NEEDS AND PROBLEMS

Future Housing Needs: New Construction

Projections of future needs are based on estimated populations and family sizes (allowing a determination of number of households), desirable minimum housing unit vacancy rates for rental and owned housing, removal rates, and, therefore, replacement rates. Most of these factors are extrapolated from past trends and based on a continuation or deviation due to certain stated circumstances. The factors summarized are discussed throughout this document. Table VII-9 identifies new housing construction needs by income category. Based on a population of 9,200 by 1985, an additional 454 units are needed, of which the unincorporated County's share is 59 units per year. The proportion of rental housing is about one third of the latter. These figures do not take into account replacement of some 400 units of the existing housing stock which are substandard and probably not economically feasible to rehabilitate county-wide.

The number of units to be provided for low income households is again based on the proportion of that segment of households. While state law requires all economic groups of the population be assured housing, many moderate and most above-moderate income households have the ability to provide themselves decent housing. The attainment of such housing for many low income families depends largely on financial assistance programs.

TABLE VII-9

MODOC COUNTY GENERAL PLAN

NEW CONSTRUCTION NEEDS TO 1985
BY INCOME CATEGORIES

	Total All Income <u>Levels</u>	Very Low Income <u>HH's</u>	Low Income <u>HH's</u>	Moderate Income <u>HH's</u>	Above Moderate Income <u>HH's</u>
MODOC COUNTY:					
% HH's	100%	18%	24%	22%	36%
Total Need to 1985	454	81	108	99	163
Need Per Year	91	16	22	20	32
UNINCORPORATED COUNTY:					
% HH's	100%	18%	24%	22%	36%
Total Need to 1985	295	53	71	65	106
Need Per Year	59	10	14	13	21

NOTES:

1. Data estimated from 1970 Census - 4th Ct. Housing Data, Table 117 for Modoc County. Income levels were adjusted by family size. (% HH's per income level assumed constant unincorporated county and Alturas.)
2. Refer to Chart in Section on Population Income Characteristics for Chart on Income Categories.

In summary, accurate projections of new units are improbable and important only as an indicator of what housing programs to pursue and as a guide to future development.

Regional Housing Needs: Fair Share Allocations

Housing Element Statutes require locales to adjust protected housing to include a "fair share" of the region's housing market needs in order to equalize the housing responsibility among all jurisdictions. Due to the rural settlement pattern, isolated character of the county, fairly equitable geographic dispersion of persons of all economic levels, general regional focus on Alturas, and limited employment opportunity outside the Alturas area, Modoc County can be defined as a complete and separate housing market. The housing policies and goals adopted for the County are unlikely to impact a larger regional market. Based on this reasoning, no fair share market adjustments will be made for the purpose of this update.

Future Housing Needs: New Construction - Modoc County

<u>Assumptions:</u>	1985	
Total Population	9,200	
Population in Households	8,820	
Total No. Households	3,570	
Average Household	2.47	
Owner Households	2,356	(66%)
Renter Households	1,214	(34%)
<u>Replacements</u> (Normal Market Removals)	.007	(27 per year)
Desired Vacancy Rate	3.3%	
(.02 - owned, .06-rentals)		
Actual Other Vacancy Rate	0.9	
1985 - Number of Housing Units Total		
Needed Based on Tenure/Vacancy	4,057	
1980 - Existing Units	- 3,738	
1980-1985 Projected Need	319	(91/yr)
1980-1985 Adj. for 135 Replacements	+ 135	
	454	
Unincorporated County Share for New Construction (454 x 65%)	= 295	(59/yr)

Notes: Formula used to derive new construction needs -
Housing Element Manual

Replacements: Accounts for removals occurring which equaled the amount by which building permits issued 1970-1980 exceeded the difference between number of units, 1970 and number of units, 1980.

Rehabilitation

Increased emphasis is being placed on rehabilitation and conservation of an existing housing stock due to increasing construction and financing costs for new housing. About 700 units are substandard in the County and economically feasible to rehabilitate. Funding programs are available for lower income households, especially where such dwellings are very substandard. Unfortunately, programs are more limited in applicability to renter-occupied units; however, there are programs to aid owners of rental units guaranteed for potential low or moderate income households. These programs will be discussed later.

Housing Costs and Affordability

One of the major housing problems in the County and the State involves the ability of households to obtain decent and suitable housing at affordable rates. Many factors affect housing costs. Table VII-10 describes the major components of new housing costs in the County.

The Department of Housing and Community Development, 1978, estimated that 23% of all low income California households had incomes below 80% of median income, paying more than 25% of gross income for housing, including rent or mortgage payments, taxes and insurance. Additionally, half of all renters were in the same category. The Statewide Housing Plan Update 1979 shows that for Modoc County, there were 290 lower income households paying more than 25% of income for housing with 62% of those being renters; the latter represents a disproportionality, since only 33% of all County households are renters. However, the 1978 and 1980 Housing Assistance Plans indicate that 308 lower income households were paying too much, with 39% of those being renters. About 42% of all households are very low or low income (earning less than 80% of median income).

Presently, the income ceiling for several housing assistance programs is \$15,600.00, which also includes households of moderate income. The emphasis is on provision of affordable housing, such that a household pays approximately 25% of their adjusted income for housing. (This percentage is increased with income.) According to the 1970 census, nearly half of very low and low income level households were overpaying for housing, with about 96% of all very low income households paying too much. The City of Alturas Housing Assistance Plan, which includes Modoc County, estimates that about 300 low income households are paying too much for housing and require assistance. Table VII-11 compares the cost of an average house in Modoc County to the 1981 affordability standards.

Geographically, the unincorporated County contains about 66% of the County's low income families (per HUD Information Bulletin 78-17), compared with 65% of the County population and 65% of all housing units. The Alturas Housing Assistance Plan (includes Modoc County) outlines the structure of low income households needing assistance in the County.

NON MARKET CONSTRAINTS

The housing marketing system operates to satisfy housing consumer demand for new dwellings, rehabilitation, conservation or exchange of existing units.

TABLE VII-10
 MODOC COUNTY GENERAL PLAN
 MAJOR COMPONENTS OF NEW HOUSING COSTS
 IN MODOC COUNTY, 1981

<u>OWNER</u>	<u>HOUSE</u>	<u>MOBILEHOME</u>
Land Purchase (Average Cost)	\$ 5,000	\$ 5,000
Land Development Costs (Well, septic, etc.)	4,500	4,500
Construction: \$35-\$42/sq. ft.		
2 bedroom (1000 sq. ft.)	40,000	18,000
3 bedroom (1200 sq. ft.)	<u>48,000</u>	<u>22,000</u>
2 bedroom - Total Constr. Cost	\$ 49,500	\$ 27,500
3 bedroom - Total Constr. Cost	\$ 57,500	\$ 29,500
Conventional Loan:		
Average Price	\$ 53,000	\$ 28,000
20% Down	10,600	(15% Down) 4,200
Loan	\$ <u>42,400</u>	\$ <u>23,800</u>
Mortgage Payment:		
(16%) for (30 years)	\$ 600	(16%) for (12 years) \$ 360
Taxes and Insurance	55	50
Maintenance & Utilities (widely variable)	<u>75</u>	<u>60</u>
TOTAL MONTHLY PAYMENT	\$ 730	\$ 470
(Affordable at 35% of Adjusted Gross Earnings)		
Income Required:	\$ 2,000/mo.	\$ 1,340/mo.
	\$ 24,000/yr.	\$ 16,100/yr.

TABLE VII-11

MODOC COUNTY GENERAL PLAN

COST OF AVERAGE HOUSE IN MODOC COUNTY
VS.
1981 AFFORDABILITY

Average Purchase Price	\$ 45,000
Initial 20% Down Payment	<u>9,000</u>
INITIAL LOAN AMOUNT	\$ 36,000
Monthly Mortgage Payment (* 13%/year for 35 years)	\$ 415
Monthly Taxes and Insurance (approximate)	56
Monthly Utilities (widely variable)	<u>75</u>
TOTAL MONTHLY COST	\$ 546
Income Necessary to Accommodate Expenses (** 35% of income)	\$ 1,560/mo (\$ 18,700/yr)

** At higher incomes, can afford to spend more than 25% of gross income on housing.

* A 13% interest rate is a realistic rate with owner financing - used per realtor comments that is past year only one house was bank-financed at current rate by that realtor.

The effectiveness of the marketing processes in meeting consumer needs is controlled and often constrained by a number of interrelated groups: consumers themselves, all levels of governmental agencies, savers and investors, lending institutions, developers (contractors, repair and rehabilitation services, labor, material suppliers), real estate brokers and landowners and landlords. In order to remove barriers to the efficient operation of the housing marketing system, it is essential to evaluate and remove or mitigate constraints relative to meeting housing needs.

Capital Costs - Financing

The cost of money, evidenced by the interest rate, is today the most constraining factor affecting the affordability of housing by low and moderate income groups. Considering that over the life of the average home, interest payments approach half of the total long term costs, interest rates are especially important when financing new construction, exchange of units and to a lesser degree for rehabilitation. (Based on \$45,000 home, 25 year loan at 13% interest.)

The primary lending institutions include commercial banks, (relying heavily on FHA and VA insured lending), savings and loans and mortgage bankers (packagers of single and multi-unit real estate loans for sale to large investors, some specializing in FHA/HUD assisted housing). These lenders usually require 10-20% down payments. Individual parties acting as primary lenders are an increasingly attractive alternative when other funds are scarce; in fact, "owner financing" through first and second mortgages are an increasing necessity in order to make existing units affordable. A major drawback is that the seller does not realize his full equity as with conventional mortgage transactions.

Loans on new construction are not ordinarily owner financed. New mobilehomes are financed at market interest rates, although the payback period is usually shorter. Conventional loans for rehabilitations or improvement loans are often financed at higher rates than mortgage loans. The Institute of Self Governments book - "Local Government's Role in Government" states that "extensive rehabilitation involves serious credit problems: rehabilitation loans are either too large for unsecured credit or too small for first mortgage financing and too expensive when added on to existing mortgage loans." Those individuals most needy of rehabilitation loans are those most unable to obtain them (due to lack of security or inadequate income) and least able to afford them. Therefore, major rehabilitation requires a combination of private and public investment.

Government-backed loans for new construction and rehabilitation are available through Federal and State programs which assist low income households. The Department of Housing and Urban Development (administering FHA, which is a housing loan insurer), Farmers Home Administration (primarily handling home loan insurance and subsidy programs in rural area), Veterans Administration, and the Department of Defense (which has inadvertently been a provider of housing as a vestige of military operations in the Newell area) are the foremost Federal agencies with housing programs. Two state agencies have a major impact on housing: the Department of Veteran Affairs (Cal-Vet loans) and the Department of Housing & Community Development (performing a variety of functions). (Local Governments Role in Housing, 1975.)

Availability of Land

The lack of available, suitable land for residential development in terms of acreage, location, ownership and services at reasonable cost can inhibit residential development. Seventy percent of the County's land area is government owned, with the private agricultural holdings occupying much of the remainder. Currently, 4,000 acres are designated as urban lands, representing .4% of all privately held land. There is a recognized need by the State and County to maintain agricultural productivity and prevent conversion to urban uses. It is assumed that for the duration of this planning period, that residential land use patterns which have historically evolved in conjunction with the economic base, will be maintained. Urban development is confined at present to the City of Alturas and environs (Daphnedale, Modoc Recreational Estates), to towns strung out along major thoroughfares serving surrounding populations and several major subdivisions.

There are sufficient vacant, buildable lots in Alturas and environs for projected population growth. Larger lot sizes at lower costs make areas outside Alturas more desirable for development, although privately maintained water and sewage disposal systems must be installed in many cases. There should be minimal growth in the County's towns based on their present economic base; however, several towns exhibit a scarcity of available lots.

Undeveloped lots in "recreational" major subdivisions, which currently cover about 1% of the privately held land in the County, represent a potentially large source of residential development. Since 1965, about 18,000 lots have been created, with about one-third within ten miles of Alturas, including Modoc Recreational Estate, Wildlife Estates and a portion of the Cal Pines development. Most of these lots are 1-2 acres, with those in Cal Pines and to a lesser degree in Modoc Recreational Estates sold mainly to persons residing outside the County. To date, only about 130 dwellings have been built in Cal Pines, with half being seasonal. Many of the retirees coming to the County are settling in the major subdivisions.

Future policy concerning location, need for additional major recreational subdivisions by lot size and location should be developed. While an estimated 97.5% of all major subdivision lots are presently undeveloped, there are constraints imposed as an undeterminable number are unbuildable lots or under septic tank limitations.

Public Facilities

Confirmation of a potential building site as to ability to support a sewage disposal system is a prerequisite to the issuance of a building permit. Since most of the unincorporated County is not served by public facilities, Health Department requirements for septic disposal pose real constraints in terms of density. Soil limitations for septic systems are severe in most unsewered county areas.

Water is generally available throughout the County, although varying in depth. Confirmation of water supply is specifically required prior to major subdivision approval. Availability of public services is detailed in Chapter VIII of this Report. The City of Alturas is served with water and sewer facilities - the sewage disposal plant has a present capacity for 5,000 persons (.5 mgd capacity) which through heat application can be doubled,

therefore posing no constraint (a small portion of the City has not yet been provided with necessary infrastructure). The Daphnedale Park Subdivision, adjacent to the City, has recently installed sewer main lines with individual hookup imminent. This area is desirable for residential development and may now experience a building boom, since a septic tank moratorium in effect since 1976 has been lifted. However, aside from this area and the sewerred lots at Cal Pines (1,164 lots), lack of public sewers around Alturas limits high density development.

The town of Canby, 20 miles from Alturas, is facing septic disposal problems - several town meetings have been held to discuss the formation of a Community Services District; the Board of Supervisors has waived LAFCO district formation fees, but actual future construction would depend on grant funding.

Building Codes and Enforcement

The Modoc County Building Department is responsible for enforcing all applicable State and County standards for new residential dwellings and improvements. County building requirements maintain the level of restriction of State Building Codes. Residential requirements for conventional and modular homes are according to the Uniform Building Code and mobilehomes are regulated by the Department of Housing and Community Development.

Building permits for new construction are issued only subsequent to compliance with building standards and to clearance by the Health Department for septic disposal. A building permit for rehabilitation improvements is also required. Building permit fees to cover project evaluation and inspection for new construction and rehabilitation are generally less than 1% of project costs.

State Housing Law defines standards to be used in assessing the necessity of rehabilitation or demolition of an existing structure. Substandard housing is that having inadequate sanitation, structural or other hazards to the degree that the condition endangers health or safety. The Building Official is responsible for enforcement of these laws, and shall order the repair, rehabilitation or demolition of the substandard portion. Although the County has a large number of existing inadequate units, the Building Official has limited power to enforce rehabilitation where the actual health or safety of any party is not endangered.

The Building Official may only order compliance with present building codes on new construction or, if improvement costs are greater than 50% of the dwelling's value, then the entire structure can be ordered brought up to code. (Building codes were not enforced in the County until 1961).

Planning Process: Permit Issuance & Fees

Many projects are required to be reviewed through the planning process. Residential development allowed by right in a particular zone may proceed after obtaining a building permit. However, projects requiring a minor or major subdivision (or a use permit or zone change) prior to construction must undergo a review process. The time and exact procedure involved varies with the type of discretionary project involved, as regulated by the State

Subdivision Map Act, Planning and Zoning Laws, the California Environmental Quality Act, and County Ordinances implementing these requirements in this area.

Time limits for permit approvals are in accordance with State Guidelines and AB 884 (the Permit Streamlining Act). In the unincorporated County, permits for residential development typically consist of minor land divisions, creating subdivision lots. All major subdivisions consist of undeveloped lots and only one such project has been approved in several years.

Conditions placed on permit approvals are minimal, typically requiring provision of access and assurance of sewage disposal. No exactions or dedications have been required of developers. Since nearly all residential development has occurred on an individual basis, and since existing requirements for permit approval are in line with State regulations, the permit process does not pose an extraordinary constraint.

Fees collected by the County in order to defray the costs of environmental and permit review are among the lowest in the state (see Table VII-12). Fees are fixed such that an applicant is aware of total fees expected prior to application. Only Environmental Impact Review (EIR) consultant fees are variable.

Planning fees should not be a deterrent to building activity; rehabilitations and repairs are not subject to the process (except under special circumstances).

Local Utilization of Federal and State Programs

Working within the County is a local administrative organization, Great Northern Corporation, which seeks funding assistance for disadvantaged households. Serving a four-county area, this nonprofit organization has been successful in securing funds under several State and Federal programs, although it has not been active lately in Modoc County. However, the majority of aid has gone to residents of the City of Alturas, due to program criteria and difficulty in identifying eligible rural residents. The FmHA is the largest lender of housing assistance loans in the County, with minimum staff and budgetary constraints. They are currently utilizing all available funding. There are other programs available to assist households - G.N.C. regularly reviews programs, pursuing those compatible with need and their administrative capabilities in terms of time and staffing.

The County Government does not have the staffing capability and expertise necessary to initiate and implement housing assistance programs. Programs requiring local match of nearly any percentage are usually too costly.

Article 34 - Referendum Authority

Article 34 of the California State Constitution (adopted in 1970) requires voter approval for all low-rent housing projects developed, constructed or acquired in any manner by any State public body. No such projects have been undertaken by the County. Currently a referendum vote is required on all applicable projects, regardless of whether there is public controversy or costs to be borne by the public agency and the taxpayers.

TABLE VII-12

MODOC COUNTY GENERAL PLAN
PLANNING PERMIT FEE SCHEDULE

General Plan Amendment:	
Major	\$1,000
Minor	500 (Less than 160 acres or minor text amendment)
Specific Plan	1,500
Zoning - Amendment	300
Zoning - Variance	125
Use Permit:	
Major	250
Minor	75 (Examples - 2nd unit, signs, home occupation)
Amendments	50% of application fee
Surface Mining and Reclamation Permit	250
Subdivisions:	
Parcel Map Eaiver	175
Parcel Map	300
Tentative Map	400 + 10/lot (1-49 parcels)
Tentative Map	600 + 10/lot (50 or more parcels)
Certificate of Compliance	75
Boundary Adjustment:	
Major	75
Minor	25 (Combine lots, subdivision lot boundary change)
Revised Map	100
Subdivision Variance	125
Subdivision Map Checking - Parcel Map	60 + 10/lot (1-49 lots) + 5/lot (over 49 lots)
- Final Map	150 + 10/lot (1-49 lots) + 5/lot (over 49 lots)
Appeals	30
Subdivision Improvement and Plan Checking:	
Parcel Map (1-4 parcels) or Waiver	75
Parcel Map (over 4 parcels) or Tentative Map	3% of improvement costs

TABLE VII-12

MODOC COUNTY GENERAL PLAN

PLANNING PERMIT FEE SCHEDULE
(Continued)

Environmental Review:

Initial Study	\$ 100
Negative Declaration (included in initial study) Environmental Impact Report	1,500
Limited Scope EIR	750

LAFCO:

New District	200
Boundary Change	100

Publications & Documents:

General Plan - Land Use, Housing Circulation	5
General Plan - Conservation, Open Space, Recreation	5
General Plan - Other Elements	2 (each element)

Subdivision Ordinance	2
-----------------------	---

Improvement Standards	5
-----------------------	---

Other:

- (1) In the case of 2 or more simultaneous related applications, the application fee shall be the highest individual application fee plus 50% of the remaining application fees. In all cases, the full amount of the environmental fee, map checking fee and subdivision map per lot fee shall be paid.
- (2) The Planning Director will determine which applications are to be classified as minor when a question arises.

* Effective July 1, 1985

The requirements of Article 34 could conceivably constrain the development of conventional public housing (under Sections 8 and 23). Locally, no such projects requiring a referendum vote have been initiated. Exempt from the provisions of Article 34 are Rehabilitation, Section 0 - low rent subsidies if constructed by a private contractor and mixed income rental housing which is not primarily low income.

MARKET CONSTRAINTS

Constraints on the ability of housing providers and consumers to deal effectively with housing goals can be exerted by the marketplace. Private market forces regulate availability and cost of land and improvements, materials and labor, and especially capital. The degree to which each factor influences housing varies also, based on whether one deals with new construction or the rehabilitation of existing housing.

Land and Improvement Costs

The cost of land in the County varies according to size, location and improvements (see Table VII-13). In the City of Alturas, an undeveloped lot (average 1/4 - 3.4 acre) costs \$5,000.00 to \$9,000.00 with water and sewer available. Lots in Cedarville average \$6,000.00. Subdivision lots generally cost about \$4,000.00 to \$5,000.00 with an additional development cost expected at about \$4,500.00. There appears to be a lack of lots in Cedarville and Surprise Valley generally for new homes.

Land and development costs comprise 15% to 20% of housing costs, with the cost of land rising an estimated 15% per year since 1975 (Modoc County Assessors Office). Increased demand and speculation have contributed to inflation.

High density is the most common and effective method of decreasing the impact of land costs on development. However, density is often severely limited where public facilities are not available. In Surprise Valley, this is generally not a limiting factor, whereas in the immediate Alturas vicinity, it is more likely to be.

Construction Costs

The Modoc County Building Official estimates construction costs to be \$36.00 - \$42.00 per square foot (1981). Those estimates vary with the type and style of dwelling. Cost reductions through standardization of plans and economics of scale for new development are under-utilized in the County. This is due to development through single unit general contracting. It is also due to lack of willingness for some developers to undertake larger projects. The few instances of larger projects or plans standardization have been associated with federal funding programs. The tendency towards mobilehome purchases underscore the savings that can be realized through economies-of-scale, standardization, and use of synthetic rather than wood products.

TABLE VII-13
 MODOC COUNTY GENERAL PLAN
 MODOC COUNTY LAND COSTS

<u>LOCATION OF LAND</u>	<u>COST OF LOT (Undeveloped)</u>	<u>SERVICES AVAILABLE</u>
Lots in Cedarville	\$6,000	Water
Lots in Alturas	\$6,000	Water & Sewer
Subdivision Lots	\$5,000 (and up)	No Water & Sewer
3+ Acre Parcels	\$2,000 per acre	Unimproved
Other Towns	\$4,000	No Water or Sewer
Adin	\$4,000	Sewer
Domestic Well	\$2,000 - \$2,500	
Pressure System	\$1,000	
Septic System	<u>\$1,500</u>	
	\$4,500	

Land Costs have increased 15% per year between 1975 - 1981.

Source: Modoc County Assessor, 1981 figures.

ENERGY CONSERVATION

There are a variety of options for energy conservation which may be undertaken by the housing consumer, developer and government, most of which are minimally utilized at this time.

The Federal Government is promoting weatherization, insulation, solar and other conservation methods through tax incentives and funding programs. An analysis by Solar Unlimited, Inc. reveals that when the cost of a solar heating system is added to a home mortgage, the system will save far more than it costs, even in the short term. This method allows a household of modest income to afford such a system - it is estimated that with payments of \$62.00 per month over eight years, utility savings would be about \$42.00 per month, plus the solar tax credit, continued reductions in utility bills and appreciation of the system as real estate. (Suncatchers Solar Systems - Solar Unlimited, Inc., 1980, based on total home price of \$56,950, 30 years, 11.5% interest rate installed system cost \$6,950 for water and room heating.) However, many consumers in the County rely heavily on wood heat and thus have low utility bills.

Installation of solar hot water systems by a contractor average \$2,000.00 to \$3,000.00, and are also eligible for the tax credit of approximately \$1,000.00. The consumer also saves approximately 95% of his water heating bill, resulting in a three to five year payback with virtually no maintenance throughout the life of the house. Unfortunately, there are no local solar suppliers or contractors undertaking solar installations in this area.

Passive solar systems utilize specialized construction materials and features to minimize the effect of daily temperature fluctuation. The greatest opportunity for its utilization lies with new construction. Currently, the County has no special site or building design requirements relevant to passive solar energy conservation.

Great Northern Corporation has passive solar home plans available which are approved for use in conjunction with housing assistance programs, and FmHA will have such plans in about two months.

Weatherization, including insulation, caulking, etc., can increase energy efficiency of a home. The Building Department requires that all new construction meet State mandated codes only. The Department of Energy's Weatherization Assistance Program is being used in the County, contracted with CETA. Funded through December 31, 1981, about 50 homes will receive assistance from July 1 to that date to bring the total assisted to 260 units.

Surprise Valley Electrification and Pacific Power and Light are using federal funding through the Bonneville Power Administration to provide local homeowners with electric heat with no-interest deferred payback loans for energy conservation purposes.

ISSUES AND OPPORTUNITIES

The subject of housing in Modoc County presents both opportunities and issues. The general low cost of housing makes the County more attractive to both industry and individuals searching for affordable places to live and

work. Low land costs coupled with the wide range of available housing types and locations enables more people to afford adequate housing.

Issues or concerns are raised in several areas. First, in the Alturas area, there is a perceived problem with Farmers Home assisted owner occupied housing. It is felt by some that the public assistance is directly and unfairly competing with the private real property rental and sales market. Second, while costs and rents are relatively low in the County, nevertheless there has been a substantial increase in housing costs, both for purchase and rental. Third, there is a lack of apartments or other higher density, affordable housing in the City of Alturas and outlying communities.

IMPLICATIONS FOR THE GENERAL PLAN

The housing element certified by the State in 1982 and updated in 1984 was adopted. Therefore, it is anticipated that the existing housing element will in large part simply be incorporated into the new General Plan. The present goals, policies and programs will be a basis for the development of new General Plan policies. Modifications to the policies and programs may be recommended as a result of considering them in light of other information developed as a part of the General Plan revisions project. It is expected that the action program will remain largely unchanged.

APPENDIX E

DISTRIBUTION LIST

Distribution List of Persons Contacted

Richard Belarde, Modoc County Social Services

Carol Callaghan, TEACH, Inc.

Betty Chism, Modoc County Library

Norma Jean Garcia, Tribal Official

Rick Holloway, Modoc County Record

Joe Hunter, Shasta County Planning Department

Carolyn LeVan, State Employment Development Department

Maxine Madison, Modoc County Clerk

Manager, Farm Home Administration

Mike Maxwell, Community Programs and Migrant Housing

Mr. Mitchell, Modoc Medical Center and Convalescent Home

Nancy North-Gates, Herald and News Correspondent

Julia Pataye

Andrew Phoenix, Tribal Official

Denise Pennell, City of Alturas

Julie Darley, Migrant Housing

Lillian Schoenheide, Veterans Service Officer

Robert Sellman, Siskiyou County Planning Department

Sandi Shaffer, TEACH, Inc.

Marie Smith, Senior Citizens Center

Robert Sorvaag, Lassen County Planning Department

Randolph Townsend, Tribal Official

Paul Wagner, Great Northern Corporation

Delphia Warren, Valley 50 Club

Jay Young, Manager, Lyneta Ranches

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